(1) பக்கங்களின் எண்ணிக்கை _____

(2) புதுக்கித் திருப்பிய நாள் _____

(3) ஆதாரங் குறிப்பவர் சுருக்கொப்பம் _____

தமிழ்நாடு ஆவணக் காப்பகம்.

தமிழ்நாடு அரசு

Revenue துறை

அரசாணை எண். / மு. கோப்புத் தாள் எண்.	அச்சகம் பலவகை
G.O.No. 724-725	
12-10-1883	
நாள் :	199 .

19.20

மடித்தலோ கூண்டடியடி கையாளலோ கூடாது.

தலைமை. கா. 1—18.006—6.90.

POLITICAL DEPARTMENT.

LETTER—from

THE CHIEF SECRETARY TO THE GOVERNMENT OF
FORT ST. GEORGE,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
FOREIGN DEPARTMENT.

SIR,

I am directed to invite attention to the eleventh paragraph of the letter from the Members of the Famine Code Committee (Madras Government Proceedings, No. 1080-A, Revenue, dated 5th October 1882), and to the 189th paragraph of Part I. of the Report of the Famine Commissioners, and to request that this Government may be favored with definite instructions in regard to the important subjects to which they relate.

I have the honor to be,
Sir,
Your most obedient servant,

OOTACAMUND,
12*th October* 1883.

Chief Secretary.

S 19-23

[Annexure

ANNEXURE.

EXTRACT para. 11 of letter from the Members of the Famine Code Committee, dated 1st April 1882.

Para. 11. We have thought it advisable not to lay down any instructions regarding the treatment of subjects of Native States, who may wander into British territory during a famine, leaving it to be inferred that no distinction is to be made between them and British subjects. The reciprocity to be established in regard to this between Her Majesty's Government and that of Native States is, as pointed out at page 61, Part I, of the Report of the Famine Commissioners, a matter for the consideration of Government in the Political department.

EXTRACT para. 189, Part I, of the Report of Famine Commissioners.

Para. 189. With regard to the treatment of the subjects of Native States who may apply for relief in British districts, three courses have at times been followed. The usual one has been to make no distinction as to origin, but to treat all comers alike without inquiry. In the late famine in the south, in some cases such immigrants were separated from the local poor and sent back to their own country, or the State to which they were believed to belong was requested to send an officer to identify and take back its subjects. A third course was advocated by the Government of Madras in 1877, that a list should be kept of such immigrants and the bill for their support should be sent in to the State from which they came. We consider that the first of these three courses, that of treating all applicants for relief alike, whatever their nationality, is the right one. The attempt to discriminate cannot be successful, for as soon as the people learn its object they deny true origin; and the attempt to relegate them to a country from which they cause they dreaded starving in it may be both futile and cruel, and will only lead to increased habits of wandering. The British Government might with propriety endeavour to induce the Native States to take proper measures for the relief of their own poor, as far as possible, on the general system adopted in British territories, and the records of successive famines show that Native Rulers are becoming more and more alive to this duty, and ready to perform it. It will be for the Government of India to consider what degree of responsibility, pecuniary or otherwise, may attach to any State which neglects this important duty, but beyond this no further question should arise as to whether applicants for relief are emigrants from Native to British districts, or from British to Native districts, or from one part of the British territory to another.

Exd. T. O'Connor.

1883.

POLITICAL DEPARTMENT.

From the Government of
Fort St. George.

Issued

Recd. *Encl.*

Letter, 12th October 1883, No. 725.

OCTOBER.

Madras Famine Code.

Inviting attention to paragraph 11 of the letter from the Members of the Famine Code Committee and to paragraph 189 of Part I of the Report of the Famine Commissioners regarding the treatment of subjects of Native States who may wander into British territory during a famine, and requesting to be favored with definite instructions in regard to the important subjects to which they relate.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following letter from the Members of the Famine Code Committee, appointed by G.O., dated 13th August 1881, Nos. 1188-1189, to the Secretary to Government, Revenue Department, Fort St. George, dated Madras, 1st April 1882:—

We, the undersigned Members of the Committee, appointed by G.O., dated 13th August 1881, Nos. 1188-1189, have the honour to submit, herewith, draft of a Code containing Rules for the guidance of Officers of all Departments in times of great scarcity or famine.

2. We have endeavoured to arrange that measures of relief in time of famine should be given effect to by an expansion of the ordinary administrative machinery, and the Code has accordingly been framed so as to centre in Collectors, as representatives of Government, all responsibility for the efficient administration of relief measures in their respective Districts. Their position has been strengthened, by the subordination of all Departments to them in every respect except as regards executive detail requiring technical or professional knowledge; and provision has been made for expanding each Department to the extent necessary, to enable it to meet the requirements which may be made on it by the Collector.

3. The general arrangement of the Code is as follows:—

Chapter I refers generally to the duties devolving on Government and local officers in connection with the administration of relief—prescribes the special staff to be provided for administrative purposes, and indicates the nature of the measures of relief to be adopted, these being divided into (1) Relief on Works, (2) Gratuitous relief, and (3) other measures of relief.

Chapter II contains rules for the guidance of Civil Officers—prescribes the duties of Collectors and the ordinary Revenue staff, and the extent of assistance to be given them, deals with relief on works executed under the supervision of Civil Officers, with gratuitous relief in towns, villages, and poor-houses, and with other measures of relief not coming under either of the above heads.

Chapter III contains rules for accounting for famine expenditure by Civil Officers.

Chapter IV has reference to the duties of the Public Works Department in its administrative and executive branches, provides for the maintenance of a programme of works, the mode of execution, the system of works, rates of wages, and the nature of reports and returns to be rendered.

Chapter V deals with matters medical and sanitary—prescribes the administrative duties devolving on the Surgeon-General and the District Civil Surgeons, the duties of executive medical officers on works, and in charge of poor-houses, provides for measures of sanitation, and concludes with a carefully considered scale of rations suitable for all classes of persons in receipt of State relief.

Appendix A contains useful hints for the execution of relief works under Civil Supervision, and for the management of poor-houses and children's kitchens, with the necessary forms of account.

Appendix B contains the forms of account and returns required by the Code to which sectional reference is made, and

Appendix C the forms of account prescribed in the audit rules.

4. Relief in poor-houses is intended for homeless wanderers and for persons who can, but will not, work. In Section 9 we have proposed to send the latter

class of persons to the poor-house to be there detained, as provided in Section 78, until the famine is at an end. The measure may at first sight seem harsh, but experience has shown it to be a necessity. Poor-houses are not, and are not intended to be, attractive. A sufficiency of food is provided, but no luxuries, and, of course, a certain amount of discipline has to be maintained. The starving man accepts this thankfully for a time, but when his stomach is full and his strength begins to return, the desire to go abroad comes upon him with irresistible force, and if not restrained, he either dies or is brought back in a moribund condition. Moreover, unless residence is enforced, this form of relief is liable to abuse. In the vicinity of towns paupers will come to the poor-house meals, but may in the intervals obtain by begging quite sufficient to maintain them, and of this facility for eating the bread of idleness the professional beggar, who cannot be made to work, is the first to avail himself. Individual liberty in these circumstances was in the late famine found to be so incompatible with an efficient administration of relief that officers took the law into their own hands and enforced residence within poor-house limits. We have, therefore, laid down the procedure which experience has shown to be necessary, and if this is accepted, it follows that those who have to give effect to it must be protected by law. In the evidence taken before the Famine Commission, the necessity for legislation to meet the case was strongly insisted on, and we are advised that in other Provinces, officers competent to form an opinion on the subject are in favour of it.

5. We have had under consideration how the tenants in Zemindari Estates might be enabled to tide over the difficulties caused by an adverse season and to avoid the necessity of coming on the State for relief. At such times, it is evident, that the first duty of a good land-lord is temporarily to forego his claim upon his tenants for rent, in the same manner as the suspension of the demand for land revenue on the part of Government is provided for in Section 92 of the Code. But as the law (Act VIII of 1865) stands at present, it appears to us that a Zemindar, unless he is prepared to forego his claim altogether, is powerless to grant any temporary relief to his tenants. An arrear of rent is defined in Section XIV of the Act to be "rent which shall remain unpaid at the time when according to written agreement or the custom of the country it ought to have been paid," and Section II, which prescribes the mode of enforcing payment of arrears provides that "process against a tenant under this Act may be taken *within one year from the time* when the rent became due." It is evident that the law itself operates against any temporary indulgence being shown by a land-lord to his tenants in time of distress, and until this is remedied it is impossible to impose any obligation on the former. We were at first disposed to submit draft sections in amendment of the Act, in view to meet this difficulty; but as it has long been admitted that the enactment is, in many respects, defective, that it operates injuriously as regards the interests of both landlord and tenant and leaves the Civil Court the master of the situation, we think it sufficient to indicate our view that, when its amendment comes under the consideration of the legislature, provision should be made for guarding the interests of tenants and imposing on land-lords an obligation to assist them in unfavourable seasons.

Storage of grain by the State.

6. In regard to the storage of grain by the State, we have not thought it advisable to lay down any definite rules in the Code. The majority of the Famine Commissioners have recorded their opinion that it is unnecessary and inexpedient in all cases. The experience of the past precludes our accepting this view unreservedly, and we share the opinion of the minority that there are tracts, which, owing to their inaccessibility, the sparseness and poverty of their population, and other causes, are not at present reached by the ordinary operations of trade, and where in consequence the pressure of scarcity is felt in an extreme degree, when in time of famine the scanty reserves laid in by the people themselves are exhausted. In such places we are inclined to think that, as a temporary expedient, the supplementing of local stocks by the formation of State reserves, either in each village or at convenient centres, would afford facilities for the timely prevention of suffering, and on this ground we are of opinion that the suggestion, which is quite in consonance with original views on the subject, deserves careful consideration. We have,

however, come to the conclusion that there is not at present sufficient information as to the extent to which State intervention in this direction would be necessary, nor as to how far it would be practicable, to enable us to lay down with any degree of precision the manner in which effect should be given to it. The measure is of a protective nature, the necessity for which must be determined by the enquiry into the economic condition of the people which it will be the duty of the Agricultural Department to institute, and if accepted, it will have to be carried out under ordinary administrative arrangements. It would, therefore, be out of place to lay down directions regarding it in a Code intended to meet the exigencies of an abnormal condition of affairs.

Carriage of grain by Railways.

7. Nor do we consider it expedient to frame instructions in regard to the manner in which the Railways should be utilized in moving grain in time of famine. Arrangements of this nature must depend greatly on local circumstances and temporary exigencies, and to meet these, Government must issue instructions as they arise, based on the general principles which find expression at pages 172—174 of the Report of the Famine Commissioners regarding the control and management of the traffic.

Preservation of cattle in times of drought.

8. In connection with the movement of grain in season of extreme drought, we have not lost sight of the fact that in past times this was much impeded by the mortality amongst the draught and ploughing cattle, which also operated seriously against the recovery of the people from the effects of unfavourable seasons after the extreme pressure had passed. We quite recognize the importance of taking every measure for the protection of animal life amongst an agricultural population, and at paragraphs 104 and 105 we have briefly indicated the course to be followed; but the object can be effectually attained only by systematic preparation being made beforehand. To afford facilities for the migration of cattle from the places where fodder is no longer procurable to localities where pasture is to be found is the only practicable method, and where this is obtainable within reasonable distance, the owners of cattle are not slow to take advantage of it. There are, however, extensive tracts of country liable to periodical droughts, which are so remote from perennial pastures that the cattle are at such seasons reduced to the last extremity. To devise means for meeting this difficulty is a measure of protection which should receive early attention at the hands of the Agricultural Department who alone, after careful local enquiry, will be in a position to deal effectually with it.

Preparation of programme of works for execution in time of famine.

9. The employment on works of public utility of all able-bodied labour, which in a season of drought is deprived of its usual means of occupation, having been recognized as one of the main features of Famine relief administration, we have prescribed that a scheme of works, which in ordinary seasons would be spread over a period of four years or more, should be prepared and maintained, so that on an emergency arising, projects which investigation has shown to be of permanent utility, and sufficient to employ at least four times the amount of labour usually available, and as much more as may be possible, may be ready to be put in hand at once. In theory this would seem to answer all requirements, but we are not blind to the fact that in the existing position of affairs there are difficulties in the way of giving practical effect to the arrangement. We are given to understand, that in those parts of the Province most liable to periodical affections of drought, there is, according to present information, but a limited scope for the employment of the superabundant labour available in times of famine, on projects calculated to be of permanent benefit to the public. That reliable information on such an important subject should not be forthcoming is, it is believed, due to the numerical weakness of the Department of Public Works. It is a fact that for many years they have from this cause been unable to cope with the ordinary work of the Province. Whole districts have, until recently, been left without any professional supervision, and the duty of maintaining in repair the minor works of irrigation, on which the prosperity of a large proportion of the cultivating community

and about one-fifth of the land revenue are dependent, has been imposed on the already over-worked Revenue officers. In these circumstances, it needs no argument to show that, whatever capabilities may exist for developing the resources of the country, the professional agency in its present condition, is impotent to determine how far they can be utilized, and so maintain in advance the programme of works which the Code lays down as an essential measure of famine relief. As the recent reorganization does not meet the case, inasmuch as the strength of the Department was determined irrespective of the additional duty now imposed on it, we feel bound to urge the necessity of so strengthening the Engineering staff as to enable the Department to meet the requirements of the Code.

10. It will be observed, that at paragraph 122, we have made provision for the occasional employment of the services of contractors, and as strong opinions have been recorded against such a measure, we think it right to offer a few words in explanation of our having gone counter to them. The object of relief on works is to afford employment to the able-bodied labour thrown out of work in time of scarcity by the contraction of the ordinary demand for it, so that it may be preserved in its vigour, and be available for its normal occupation when the pressure has passed away. In previous famines this idea was not sufficiently recognized, and it was almost a cardinal maxim that the able-bodied labourer was not to be employed on a relief work until starvation had rendered him nearly incapable of labour, and in this view of the case, it was probably wise to dispense with the services of middlemen. But in the state of affairs contemplated by the Code, the position is altered materially :—work is to be provided for all comers, and the main difficulty will be to provide the supervision necessary to prevent an abuse of this form of relief, and here the services of a contractor offer an economical and efficient arrangement. As he is paid by results, he will certainly employ able-bodied labour, and it is his interest to maintain his working gangs in good condition, and as a fact contractors were found of great assistance in employing able-bodied labour on the Buckingham Canal and other works in Madras—as also in the earlier stages of the Mysore famine. On these grounds we have made the use of his services permissible, but at the same time we have taken the fullest powers for the protection of the labourers employed by him, who, if dissatisfied with his treatment, can at any time find employment on work conducted under Departmental supervision. In providing for the execution of work under contractors, we have acted on the principle that in time of famine it is inexpedient to disturb to a greater extent than can be avoided the systems to which the people are habituated. Labourers will often work more contentedly and more efficiently under a contractor whom they know than under an officer who is a stranger to them and who cannot understand their requirements so well as one of their own nationality.

11. We have thought it advisable not to lay down any instructions regarding the treatment of subjects of Native States who may wander into British territory during a famine, leaving it to be inferred that no distinction is to be made between them and British subjects. The reciprocity to be established in regard to this between Her Majesty's Government and that of Native States is, as pointed out at page 21, Part I of the Report of the Famine Commissioners, a matter for the consideration of Government in the Political Department.

We have the honor to be,
Sir,
Your most obedient servants,

H. E. SULLIVAN.
R. DAVIDSON.
W. T. CORNISH.
R. H. SANKEY.
E. FORSTER WEBSTER.
M. C. PURNELL, M.D.
C. D. BAYNES, Lieut.-Col.

MINUTE OF DISSENT BY COLONEL SANKEY, R.E., C.B.

SECTIONS 22 and 50 of this Code read together provide that for the execution of Class (b) works, officers and subordinates of the Public Works Department may, at the request of the Collector, be entirely removed from departmental control and placed solely under his orders. The first-named section, it is true, employs the word "*assist*" in speaking of the services to be rendered by the members of the Department thus transferred, but read with paragraph 50 there can be no question that in practice the transfer from all departmental control would be absolute.

2. Under Section 47, Class (b) are all minor works costing less than Rupees 2,500 and repairs under 10,000 each. Although the majority of such work may, and probably will, be suitable for execution by non-professionals, much of it may, and most of it would be, all the better for being carried out under professional officers when they can be spared.

3. In some Districts where it may be difficult to maintain a sufficient programme of Class (a) works, those under Class (b) would in all probability assume large proportions. It might thus very easily come about that a large number of Officers and subordinates of the Public Works Department would be transferred under the sections quoted.

4. I am quite aware that the Committee have been very desirous to prevent all unnecessary dislocations in the ordinary working of the several Departments in famine, as evinced by their ruling that all Class (a) works are to be carried out entirely by Public Works agency, and I was anxious by a simple, and as I still think, reasonable addition to Section 22, to extend these principles to the execution of Class (b) works.

5. In this view I would omit the words "whether supervised by Civil officers or Public Works officers" and add the following words at end of the section, viz., "but in case any work, or group of such works, may be considered of sufficient importance to require to be executed under the immediate supervision of any of the Public Works staff, it should be transferred to Class (a), and be dealt with by the Executive Engineer of the Division in ordinary course."

6. As the new Public Works Divisions are under Section 14 to cover the whole area in each famine district, this would provide in the most efficient manner for the execution of the works in question, remove all causes of friction, and prevent the dislocation of the Department which must otherwise certainly ensue.

7. That officers of the Engineer Establishment would be extremely useful to Collectors, as general *advisers* and *inspectors* of all petty works during famine, appears to admit of no doubt, and if the section be modified as proposed the word "*assist*" would have its true meaning. In that case, however, it might be better if a specific definition of the duties of officers transferred with the object of assisting the Collector were inserted in Chapter III.

8. As regards Clause 8, Section 50, it might stand as now, if at the end were added the words "*see Section* 22" to get rid of any misapprehension.

9. Having unfortunately failed to convince the members of the Committee as to the reasonableness of my amendment, I would willingly have ended my dissent here were it not for the conviction that very important principles underlie my contention, and such I cannot, in justice to the professional Department which I have the honor to represent, allow to pass by default.

10. It has been argued with much force and truth that, there would be no desire on the part of Civil officers particularly at such time, to do anything which would be construed into an interference with professional matters, &c., and I am quite willing to admit that, as a rule, very cordial relations do, and doubtless would exist, between the two Departments; still, from the evidence which has come before me, I am compelled to state, that even with the best intentions, errors arise from insufficient knowledge on the part of non-professional Officers, which might very easily lead to the establishment of the most undesirable relations, and give rise to serious embarrassment.

11. In proof of my contention I am now reluctantly obliged to advert to the following quotation from rules framed by a Collector during the last Madras Famine, a printed copy of which has been laid before the Committee.

Clause (b), Section II of these Rules runs as follows, viz. :—

"The Professional Establishment will, as a rule, consist of one Overseer on about 150 Rupees a month for every 30,000 to 40,000 coolies, and a Sub-Overseer on about Rupees 60 for every 10,000 coolies, or ten miles of road."

12. The duties of the Sub-Overseer are described as having to allot task-work, check measurements, and see that the work is executed in a proper manner.

13. Now in actual practice it may be said that when work is very concentrated, the staff of an Executive Division of Public Works, as per margin, would certainly be required for supervising the work of from 15,000 to 20,000 coolies, while not half these numbers could be worked by the same staff where the works are scattered in the usual manner.

1 Executive Engineer.
3 Assistant Engineers.
12 Upper Subordinates.

14. To an Upper Subordinate should never be entrusted more than 1,200 or 1,500 coolies, or to a Sub-Overseer more than 500 or 600.

15. To all, therefore, in the least acquainted with the real requirements of work, the demand made by the rule above quoted will be recognized as nothing short of astounding, though there can be no question that it was framed with the best and fairest intentions. Honorable men will rather die than even appear to fall short of the demands made upon them, but it is nothing short of cruel wrong to such to expose them to risks of this character.

16. Lest it be urged that the above is an extreme case, I am compelled to draw attention to my remarks in the communication marginally quoted, in which I instanced the utter confusion, if nothing worse, as resulting from non-professional direction on the Mysore Railway works in 1877.

Memorandum from Col. Sankey, R.E., Secretary to Government, P. W. D., 27th July 1881, No. 320, embodied in G.O., 15th August 1881, No. 1188-1,189.

17. By the amendment of Sections 22 and 50, which I have proposed, the Civil officers would be at once relieved of any amount of trouble, the works themselves would of necessity be better carried out, and, what is even of more importance, the Public Works staff would be much more effective in dealing with famine than could otherwise be the case. I am, therefore, I confess, unable to understand why a reasonable and simple amendment such as I have proposed should be rejected.

R. H. SANKEY, Col., R.E.,
Secretary to Government,
P. W. Department.

Order—dated 5th October 1882, No. 1080A, Revenue.

Miscellaneous.

The Right Honorable the Governor in Council has perused the report of the Committee and the Draft Famine Code accompanying it, with much interest. They have his approval, and will be transmitted to the Government of India with the following remarks.

2. Paragraph 9. The Secretary to be newly appointed to the temporary Famine Department is proposed to be "the representative of Government" in their correspondence with the Government of India and the Home Government. It is presumed that all that is meant is, that he shall conduct the correspondence of the Department as the other Secretaries do in their respective branches. Correspondence with the Government of India is conducted by the Secretary, but with the Home Government, the Government correspond "by Despatch." There can

be no change in this respect, and the first sentence of paragraph 9 will therefore be altered as follows :—

As at present.	*As altered.*
The Government will also select an Officer, who, as Secretary in the Famine Department, will conduct the correspondence with the Government of India and with all officials in the Province, in matters relating to the administration of famine relief.	"The Government will also select an Officer, who, as Secretary in the Famine Department, will be their representative in correspondence with the Government of India and the Home Government, and also with all officials in the Province, in matters relating to famine relief administration."

3. Paragraph 22 provides that "Civil Agency" relief works shall be entirely under the control of the Civil Department, whether supervised by Civil Officers or Public Works Officers. Colonel Sankey dissents for reasons recorded by him and considers that where a Civil Agency work is of such importance as to require to be supervised by an officer of the Public Works Department, it should be transferred to the class of works (*a*), which is to be under that Department, the Executive Engineer of the Division assuming charge of it. The Committee in their covering letter do not state their reasons for maintaining the provision in the Code in spite of Colonel Sankey's protest. The Government will be glad to know the Committee's reasons in detail, and the point will accordingly be referred to them for the purpose. The Draft Code, however, will not be detained on this account.

4. Paragraphs 31 and 93 relate to loans to agricultural classes, to save them from having recourse to relief works, and to enable them to prepare the lands for cultivation. As the Code stands at present, the grant is so fettered with conditions, that the intention to assist the ryots in tiding over the disasters incidental to an adverse season is likely to be neutralized. The Government are, therefore, of opinion that the concluding portion of paragraph 93, after the words "within the limits specified in the margin" may advantageously be omitted.

5. Paragraph 40. At the end of this paragraph the following should be added :—

"Further the utmost publicity should be given to the fullest information available regarding local prices for the guidance and encouragement of traders."

6. Paragraph 57. It does not seem necessary that the preparation of the village-relief registers should be undertaken when seasons are favorable, and there is no reason to apprehend abnormal distress. The advent of famine is always heralded by unmistakable premonitory signs, and it will be sufficient, if the provisions of this paragraph are given effect to, when there is reason to suppose, that the distress consequent on scarcity will be of such proportions as to require State relief. The section will accordingly be altered as follows :—

As at present.	*As altered.*
57. "Collectors will accordingly at once direct the preparation of registers showing for each village in their districts, the names, sex, caste and age of all persons entitled to gratuitous relief in times of famine. These registers should be corrected annually by the Talukdar of the taluk to which they relate, and should be carefully preserved for use when it has been determined to administer State relief in the District. Collectors will further at once divide all talukas," &c., &c.	When the state of the season and the prices of food grains indicate an approaching scarcity of a nature likely to result in widespread distress requiring State relief, Collectors will direct the preparation of registers* showing for each village in their districts, the names, sex, caste and age of all persons entitled to gratuitous relief. Collectors will further proceed to divide all talukas," &c., &c.

* Form to be retained.

7. To accord with the above alteration, the word "prepared" will be substituted for "retained" at the end of line 10, paragraph 58.

8. Paragraph 78. Compulsory retention of persons received into a relief house is doubtless, as observed by the Committee, an extreme measure, but the Right Honorable the Governor in Council recognizes it as an essential feature of relief administration, and in the interests of the famine-stricken wanderers themselves, supports the proposal that it should receive legislative sanction.

9. Paragraph 92. The Government would omit the last two sentences of this paragraph. The question of remissions of Land Revenue is not a matter which strictly appertains to a Famine Code.

10. In the views expressed by the Committee in their covering letter, the Government generally concur. The question adverted to in paragraph 5, will be referred for the consideration of the Committee appointed to amend the Madras Rent Recovery Act VIII of 1865. The special attention of the Government of India will be invited to paragraph 9, and they will be separately addressed on the subject in the Public Works Department.

11. The Right Honorable the Governor in Council desires the Members of the Committee to accept his thanks for their valuable labors. The thanks of Government are also due to Mr. V. Jagannadharow for the assistance rendered by him to the Committee.

(True Extract.)

(Signed) E. F. WEBSTER,
Secretary to Government.

To the Board of Revenue.
" Public Works Department.
" Financial Department.
" Hon. H. E. Sullivan,
" " R. Davidson, C.S.I.
To Surgeon-General Cornish, C.I.E.
" Colonel Sankey, C.S.
" " Hearn, C.I.E.
" E. F. Webster, Esq.
" Deputy Surgeon-General Furnell.
" Major G. D. Baynes.
To ~~the Committee appointed under G.O., No. 437, 1882.~~
Mr. V. Jagannadharow Pantulu

Exd. W. H. French.

200 Copies

Govt. of [1882] Madras.

REVENUE.

Order, dated 5th October 1882, *No.* 1080 A.

Draft Famine Code — for the Madras Presidency—framed by a Special Committee—Approved with certain remarks, and ordered to be forwarded to India Government with the Committee's report.

[illegible]

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following letter from T. W. HOLDERNESS, Esq., C.S., Officiating Secretary to the Government of India (Revenue and Agricultural Department—Famine), to the Secretary to the Government of Madras, dated Simla, 11th June 1883, No. 91 F:—

I am directed to reply to your letters marginally noted regarding the draft Famine Code for the Madras Presidency, framed by a Special Committee appointed for the purpose, and approved with certain alterations by the Government of Madras.

No. 1080 B of 5th October 1882 and No. 340 A of 6th March 1883.

2. His Excellency the Governor-General in Council has delayed expressing his opinion on the subject until the Provisional Famine Code, which has been under preparation by the Government of India, should be finally settled. This has now been done, and I am to invite attention to the accompanying Resolution and Code, in which the general policy of this Government in regard to Famine Relief is explained at length. It will be observed that the Resolution does not contemplate the extension of the Provisional Code to Madras, as the special Code prepared for that Presidency, which is the subject of the present communication, is considered by His Excellency in Council to be generally satisfactory, and subject to the following remarks is now sanctioned.

3. The Government of India has no objection to Section 8, which provides for the appointment under certain circumstances of a Famine Commissioner, as it is clear that the provision will be put in force only in the event of a great and exceptional calamity.

4. In regard to Relief Works, the leading idea of the Code is that the Ordinary Public Works in each district should be made to find employment for all able-bodied laborers as far as possible, and that those professional works should be supplemented by minor works under the control of the Civil authorities. The weakly and those unaccustomed to labor are to be excluded from the former class, and will find employment on the Civil Agency Works. On both classes of works payment by results, or piece-work, is to be introduced wherever it is possible. The laborers are to be classified in three grades, according as they are able to perform a full task, 75 per cent., or 50 per cent. of a full task, and they are to receive a money-wage calculated on the rates prescribed by Section 190 of the Code. Wilful failure to perform the specified task is punishable by a fine, but the fine is not to fall below the wage prescribed for the laborer of the lowest grade. These provisions closely correspond to the rules of the Provisional Code, and the only point which the Government of India would wish to be reconsidered, is the famine wage. Without pronouncing definitely on this difficult subject, the Government of India is inclined to think that the rates specified in Section 190 are somewhat higher than those prescribed in Chapter X of the Provisional Code. As other Governments have been asked in paragraph 28 of the Resolution to specially consider the question of the famine-wage, His Excellency in Council would be glad if the Government of Madras will also state its views on this point. It seems to His Excellency in Council that the fixed money portion of the Madras scale somewhat exceeds the margin which the Famine Commission recommend * for the purchase of condiments, firewood, &c., and that there is a fear lest the wage should prove unduly attractive.

* See note on famine-wage, paragraph 11.

under the consideration of the Government of India. The drafters of the original Famine Code naturally assumed that in most Provinces the ordinary revenue staff was unable to cope with a great scarcity or famine. The Code was framed accordingly. It provided for the creation of a special Famine Department whenever the first note of alarm was sounded. Such a dislocation of the ordinary frame-work of administration will now, it is hoped, be gradually prevented by the adoption of permanent measures of reform. Pending, however, the development of these administrative arrangements, it is necessary to provide a Code of Famine Relief for guidance in the event of the early occurrence of famine. Accordingly the Government of India, while indicating generally the principles on which famine relief should proceed, has prepared a Provisional Code, which should for the present be adopted as far as possible in every Province for which no separate Code has been sanctioned.

6. The Code is based upon the draft received from England, but has followed in many respects the Code recently prepared for the Madras Presidency, under the orders of the Government of Madras with the concurrence of this Government. The Code is distinctly provisional, and the Government of India recognises that to some provinces many of its provisions are more or less inapplicable. If therefore other Local Governments should prefer to follow the example of Madras and prepare Provincial Codes, the Government of India has no objection to their doing so. But until this is done, the Provincial Code should be accepted, and in any case the broad principles embodied in it should not be departed from without a previous reference to this Government.

7. It will be seen that the present Code is less definite and less precise than the draft Code already circulated. Its comparative incompleteness requires explanation. In advising the preparation of a Famine Relief Code, the Famine Commissioners found themselves in a difficult position. They were brought when dealing with famine into contact with almost every question of revenue administration, and found themselves under the obligation of suggesting many important reforms of a permanent character. But it was impossible for them to predict either how far or how soon the general reforms which they recommended would be accepted. Their draft Code, however, was modelled on the assumption that their recommendations would be carried out. It was therefore definite and precise as well as elaborate. The Code of the Government of India, on the contrary, has had to accept existing facts, and is restricted to providing a provisional system of famine relief. Being strictly provisional, the Code can hereafter be enlarged or altered in keeping with the progress of administrative reform.

8. The Agricultural Department, for example, which forms so prominent a feature in the Report of the Famine Commissioners and in the draft Code, finds little or no place in the Provisional Code. This is due to two reasons. In the first place, Agricultural Departments do not exist in every Province, or where they exist have not as yet been fully organised. Secondly, the Government of India does not think that the creation of an Agricultural Department in a Province should materially affect existing administrative arrangements, or that it should be exclusively charged with the organisation of famine relief. The Government of India, it is true, has fully accepted the policy that Agricultural Departments should by their inquiries and investigations endeavour to meet the agricultural wants of the country so as to enable the Government with increasing facility to cope with famine, scarcity, and rural distress. But this policy does not contemplate the creation of *quasi*-independent departments, or the lessening in any way the existing responsibilities of revenue officers. Least of all should this be the case on the occasion of famine. It thus becomes possible to codify the duties of all officials who are likely to be brought into contact with famine without specially mentioning those which might hereafter be assigned to Agricultural Departments, when more fully organised than at present.

9. It need hardly be said that the Government of India fully agrees with the Famine Commission that the administration of each Province should be such as will enable the revenue officials of all grades to be fully acquainted with its agricultural condition. On this point the views of the Government of India have already been communicated to Local Governments and Administrations. In the Provisional Code it was not assumed that in the different Provinces this essential requisite to efficient administration is more or less to be found. The Code therefore passes lightly over the ordinary duties of the revenue staff, and assumes that among them that of obtaining prompt information of the existence or the probability of distress is included.

10. It may, however, be noted that the Code contemplates the association of non-officials, where possible, with the district officer in the works both of obtaining early information of the existence of distress and also of relieving it. The extent to which this can be done will depend on local circumstances, but the general principle is one which will be readily assented to, and which has not been unrecognised in past famines. It presumes that the leading men of such districts should be invited to assist in providing information and in investigating the condition of the poorer classes, and also in superintending the administration of famine relief. The Government of India has accordingly made provision in the Code for imposing, where practicable, the two important duties of providing prompt and continuous information of the agricultural circumstances of the season, and of assisting in the organisation of local relief, upon local communities and their representatives under any local self-government arrangements which may be established.

11. In framing the definition of "district authority," the Government of India has also had in view the probability of the district officer being assisted in carrying out the duties of famine relief by Local Boards constituted by law. This the Government of India has attempted to effect by adopting an elastic definition of the term "district authority." The definition, it will be clearly understood, contemplates in every case the maintenance of the district officer as the responsible head and director of famine operations within his own district, but allows also for the possible association with him of district committees or other bodies under the local self-government schemes of the various Provinces. It is left to Local Governments and Administrations to decide how far this principle shall be carried out, and whether the district officer shall alone, or in conjunction with others, be the "district authority."

12. So, again, the sections of the Code regarding circle inspectors have been framed to provide for two cases—(1) where a permanent agency is already in existence; (2) where it has to be created. The description given in the Code of the class of officers who may come within the meaning of "a permanent agency" is sufficiently clear to require no further explanation. In the temporarily settled Provinces the subordinate revenue staff at the disposal of the district officer is obviously the best agency for the work of circle inspectors.

13. Other portions of the Code which deal with unofficial assistance will doubtless require to be revised with reference to local circumstances. The Code is so framed as to leave its provisions in this respect very elastic. The term "local area" used in the Code may, for instance, be of any extent which will fit in with local arrangements; it may be one village or it may be a group of several villages. So, too, the "circle" referred to in Section 9 of the Code may be a kanungo's circle, or it may be a sub-division of a district. In the same way full liberty is left to the Government of the Province to appoint lambardars, headmen, local committees, or, in towns, municipal committees, as the authorities responsible for the duties prescribed by local officers.

14. While, however, the principle of connecting the general public with the duties of famine relief should be recognised, the whole of the official machinery at the disposal of Government should also be utilised. Nor should any responsibility which may be thrown upon the community weaken that of the Government and its officers. Indeed the Government of India would like to feel assured that in every Province the subordinate revenue staff, whether kanungos, kurnams, or revenue inspectors, was equal to the duties sketched out in the Code. The decay of this class of officers in parts of India may be fully accounted for on historical or other grounds, but it is none the less to be regretted. The Government of India, however, has recently expressed its views at length on the subject, and is glad to know that much has already been done in many Provinces to restore an office on which native administrations set such store.

15. Among these officers the putwari, or village accountant, where such an officer exists, is no doubt the most important functionary. The area assigned to him is usually so limited that he may be held responsible for supplying full and timely information as to the character of the season or the condition of the agricultural population. He possesses too, or is expected to possess, sufficient skill to be able to provide information in a form in which it will be intelligible to Government officials, or in prescribed statements of a statistical character which will admit of easy collation; on the other hand, he will be a useful agent in providing information to, or receiving information from, local bodies where they exist.

16. Where the village accountants are grouped in circles, the supervising officers of such circles would naturally form the next channel through which information will pass. A much greater responsibility can be placed upon them than upon the village accountants. The latter are, from their position, the servants of two masters, and are exposed to great temptations. The former owe exclusive allegiance to Government, and are at all times particularly entrusted with the duty of providing correct information. It may not be possible to require all such officials invariably to reside within their respective circles, but the Government of India believes that the principle is one which should, as far as possible, be enforced.

17. Where village and circle organisations of this nature and of a permanent character exists, its efficiency greatly depends upon the district officer and his staff. The Government of India entirely agrees with the Famine Commission that the assistants to the district officer, whether covenanted civilians or not, should be required to maintain a thorough personal knowledge of the areas under their charge; that they ought to visit all parts of their charge once at least within some stated period, and might be permitted to travel or reside within their sub-divisions at all seasons of the year, and should be directed to continue in an intelligible form the annals of each estate of which the settlement officials have already recorded the initial history. It is to be feared that from various causes these important duties have in some parts of India hardly received the attention they deserve, and to this has been ascribed much of the local ignorance of the near approach of famine which has been displayed in some remarkable instances.

18. The Provisional Code assumes that the real responsibility for carrying out the rules and for adopting efficient measures within his district rests upon the officer in charge of it.

The position of the district officer is too well known to require special notice, and, so far as it concerns the relief of famine, it is sufficiently secured in the Code. A chapter has been added on the duties of Commissioners of divisions, with the view both of maintaining their recognised powers of direction and supervision, and of indicating that to these high officers the Government ought to primarily look for information and action. The Government of India need hardly express its conviction that not only in years of scarcity, but also at all other times, the Commissioner of a division should keep his Government acquainted with the condition of his districts, and should be held strictly responsible for this duty. His position eminently enables him to study the agricultural requirements of the country, as the larger area over which he has jurisdiction offers greater facilities than a single district for ascertaining the extensive measures of protection against famine which can properly be undertaken or encouraged by Government. Of these, the extension of irrigation, the establishment of fodder reserves and fodder plantations, and the improvement of communications are among the most important. Whoever the officers may be by whom such schemes are ultimately carried out, the Commissioner is undoubtedly the person upon whom the primary duty of securing the better protection of his division against famine naturally falls.

Another duty of equal importance is that of assisting the agricultural population to recover from the after-effects of famine. The timely grant of such assistance is of almost as much importance as the actual relief of the people during the drought itself. The Government of India is not satisfied that this has always received the attention it deserves, and the duty of Commissioners of divisions in this respect is obvious, and should be strictly enforced.

19. Thus far as regards the duties of revenue officials before or after the period of extreme famine. When the administration of famine relief actually begins, the system on which the Department of Public Works should be utilised becomes the matter of primary importance. This depends greatly upon the settlement of a question which has perhaps caused more division of opinion in connection with famine relief than any other. This question is whether the weaker section of a famine-stricken population should be relieved in their homes by house-to-house visitation, or should be brought on to public works and made to labor for their wage. The former plan has found strong advocates on the ground that it prevents confusion and wandering; that it demands a smaller contribution from public funds, inasmuch as a weakly person resting in his own house requires a smaller ration than when set to labor on a public work; that the addition to a public work of a large number of weakly persons unaccustomed to the class of labor required from them makes the results very costly; that regular workmen are demoralised by the spectacle of gangs of inferior workmen receiving a proportionately higher wage than themselves, and finally that agricultural labor is divorced from the villages. The arguments on the other side are—that the people who receive assistance in their homes become themselves demoralised; that they are forced into the position of alms-fed paupers, and that having once become accustomed to that position they are unwilling to give it up and work for their bread; that the authorities have no real control over them except under an almost impossible scheme of costly supervision; that panics are therefore not likely to occur.

20. This question has been fully discussed by the Famine Commission, and their conclusion that labor commensurate with the laborer's powers should be exacted from all applicants for relief * is accepted by the Government of India.

* Famine Commission Report, Part I, paragraph 121.

The Famine Commission further recommended that the needful provision of labor should be made by the Public Works Department; that the works should be of permanent utility and capable of employing a considerable number of persons; that the immediate management of relief works should be entrusted to the Public Works Department, subject to the control of the local revenue authorities; that small subsidiary works for the purpose of giving employment to persons not yet strong enough to be drafted off to the regular relief works might be opened by civil officers; and that the old, the infirm and other persons incapable of work should be gratuitously relieved in their own villages. In regard to wage and other labor tests the Famine Commission recommended that all laborers should be divided into several classes according to their strength and ability to work; that task work and not piece-work should as a rule be required; and that the wage should be little, if at all, more than a bare subsistence wage. To provide for the case of skilled and able-bodied laborers who might be discontented with the task-work wage, and who might work better if employed by themselves, the Famine Commission suggested that to each large relief work one or more piece-work gangs should be attached, and paid at rates so fixed as to give a little more than the ordinary daily wage.

21. While accepting this scheme as the only way by which relief can be afforded in severe famine, when work has to be offered to the ready as a test of their necessity, and irrespective of how far their labor may be remunerative, the Government of India considers that in the first stage of a scarcity sufficient relief can be given by the extension of the ordinary system of public works, especially those of a local or municipal character. Labor would here ordinarily be paid for in proportion to the work performed with a certain allowance to enable persons, destitute but unskilled, to earn enough to prevent their falling into a weakly condition. But as soon as distress has declared itself in an unmistakable manner, and there is a clear probability that it will deepen into actual famine, then the only way of adequately meeting the emergency is to adopt the Famine Commission's system in its entirety, reserving the smaller Civil Agency Works for the employment of those who are weakly, and as depôts for the receipt and passing on of all others who may come to them in search of employment, placing the other Civil Agency Works under the professional management of the Public Works Department (without prejudice to the financial interests of Municipal or Local Bodies involved, if any) and opening new Professional Agency Works of adequate magnitude in suitable localities.

22. The Famine Code broadly distinguishes between Civil Agency Works and Professional Agency Works, and may seem to assign to the former a more important place than is consistent with the above remarks. The explanation is that the distinction made in the Code between the two classes of works is of a financial rather than an administrative character, as the term "Civil Agency Works" includes works professionally managed if they are controlled or paid for by the district authority. Recent administrative changes have made it probable that the "district" in the future may in some cases have larger funds at its disposal and heavier responsibilities in respect to public works than has hitherto been the case. It has been impossible in framing the Code to estimate the measure of these responsibilities or the extent to which the financial resources of a district will be available for the purposes of famine relief. But it may, at all events, be assumed that in some cases the ordinary public works of a district will afford considerable employment to laborers in the first stage of a famine. For this reason the Code gives precedence to "Civil Agency Works," meaning by the term all works, whether under professional or civil supervision, which are under the control of the "district authority." Such works, whenever they are of any magnitude, will ordinarily be under the professional management of the district or municipal engineers; and if they are utilised as relief works it would probably be desirable to strengthen the professional staff. The Code in treating of this class of works in Chapter III lays down instructions as to the classification of laborers, their remuneration, hutting, supply of food and market arrangements, hospital accommodation, children's kitchens and labor camps which are equally applicable to the larger relief-works of the second class, or Professional Agency Works, so-called. Section 40, it will be observed, enables able-bodied laborers accustomed to labor to be transferred to Professional Agency Works. In regard to the question of wage, Section 43 merely states the general principle that piece-work should be preferred to task-work in the earlier stages of distress, as already explained.

Chapter III also mentions in Section 30 another kind of employment under the title of "Supplementary Works," which requires some particular notice. At the beginning of a scarcity a large amount of agricultural labor is often thrown out of employment through the employers of such labor curtailing their expenses to the utmost. In such seasons, especially where an absolute failure of the crops is not anticipated, liberal advances of public funds to the land-owing classes for the digging of temporary wells, the repair and construction of tanks, and the purchase of seed and cattle, may enable them to find work for the agricultural laborers of their villages, and so to prevent the latter from wandering aimlessly about in search of food or work. The subject is one that merits more attention than it has generally received, and the Code suggests accordingly that it might be investigated by the Agricultural Department, where one exists, of the Province. The Code contemplates that the agricultural works entered on the supplementary list should ordinarily be set in motion through recoverable advances to landholders or village communities, and not directly by the district authority as a Civil Agency Work. But circumstances may arise—as, for example, the absence of other kinds of labor suitable for the infirm and weakly—which might justify the expenditure in the early stages of a scarcity of the local funds on Supplementary Works. In the foot-note to the 30th Section of the Code a proposal is experimentally suggested which might, where circumstances are favorable, be tried. In Northern India, to which the Code is chiefly applicable, the soil, as a rule, is rendered more fertile by being dug or ploughed in anticipation of rain. This is especially the case when, as in 1877, a rain-crop which has failed is still on the ground, and can be dug into the soil. The occupiers or owners of such lands might possibly be willing to allow them to be tilled in the manner suggested by famine relief gangs, and might possibly agree to pay to the State some return for the benefit at the next harvest. This, however, is a question which it is desired that Agricultural Departments should work out.

Again, in many parts of Northern India it has been discovered by the people themselves that the carrot crop is the most speedy supply of food which can be grown when the ordinary autumn crops have failed. The crop is one, however, which demands continual irrigation. It may be found possible to increase largely the area or outturn of the carrot crop by employing agricultural labor in the autumn months in the irrigation from rivers or otherwise of this crop, which will produce a supply of food some months before the spring crop is ready. In this case the labor would be paid for either directly under the famine scale of wages, or indirectly by tuccavi advances to landholders and tenants. The latter course is preferable, but the former might possibly, under special circumstances, as already said, be permissible.

23. The above instances will sufficiently indicate the policy regarding supplementary works suggested in Section 30. In the early stages of a scarcity the advantages anticipated are—

First.—That the agricultural laborers are kept near the villages, and can at any moment betake themselves to their ordinary avocations if a fall of rain demands their return, which, under such circumstances, should be as speedy as possible.

Secondly.—That the work is such as to increase the outturn of the immediately ensuing harvest, which is an important object at a time when the food-supply is deficient. The fulfilment of this object, indeed, is the leading principle which should guide the choice of supplementary works by the Agricultural Department.

Thirdly.—That employment can thus be given to every kind of inferior labor. Weeding, for instance, can be effected by women and children of the weakest class, while hoeing, or disturbing the surface of a field, is fit employment for laborers of all kinds who are not equal to the harder work of digging.

24. In regard to Chapter IV., Professional Agency Works, attention is first invited to Sections 65, 66, which require a programme of famine relief works of a large and important character to be prepared and kept up by the Public Works Department. In any serious famine, such works, affording as they would employment to very large bodies of sufferers under efficient professional control, will be the backbone of the system of relief. The Government of India is fully sensible of the evils attending the withdrawal of the people from their homes and their concentration in huge relief camps. For these reasons the Government of India is willing to see district and local works utilised to the utmost in the early days of a scarcity. But these are obviously inadequate to cope with an actual famine, and therefore large public works under Professional Agency must be resorted to. When such projects are taken up as relief works, the Code provides that all skilled able-bodied workmen shall be segregated from the rest, and treated under the ordinary rules for the conduct of Public Works. Unskilled or weakly laborers, who constitute classes (*b*) and (*c*), are, according to the Code, to be "treated under the rules for the conduct of Civil Agency Works," so far as they may be applicable. Section 73 allows the Commissioner of the Division to appoint a Civil Officer to control such works. But ordinarily it will be sufficient to associate with the Engineer in charge a Civil Officer, and to assign to the latter duties ancillary to the immediate professional management of the work.

25. No further explanation appears necessary of the principles involved in the chapters relating to public works. The Code is sufficiently explicit. Nor is it necessary to discuss the rules for the management of a poor-house. Certain proposals, however, have been made for special legislation, which, affecting as it would the treatment of labor on public works and poor-house, may be noticed. It has been proposed that able-bodied laborers, who refused to work, should be made liable to punishment under the criminal law; and that officers should be legally empowered to retain weakly persons in poor-houses until the scarcity is over. The Government of India, as at present advised, is not convinced of the necessity of legislation. It believes that the evil, which has, in some parts of India, been a very prominent one on former occasions, will become under the more complete organisation contemplated by the new Code a matter of minor importance. The question should, however, receive very careful consideration in any future famine or scarcity of a serious character, and any cases which appear to show the necessity for legislation might be brought to notice.

26. The question of food-supply and storage requires a few words. On this point the Government of India fully accepts the policy advocated by the majority of the Famine Commission. The Government of India believes that there will always be available in India a sufficient food-supply in unaffected tracts to feed the inhabitants of any area visited by famine, provided that the state of the communications admits of such food being transported. The prohibition of exports can scarcely be justified in any conceivable circumstances, and the importation or storage of grain, or other similar measures are, as a general rule, unnecessary. In particular localities difficult of access, or where dealers combine to withhold grain from sale, or where arrangements must be made for the food-supply of relief laborers, some intervention may be unavoidable. But it should be applied *pro re nata* to meet the particular emergency, and not permanently and in advance as by storage on a great scale. Where temporary markets have to be set up to supply food on relief works, it will often be necessary both to regulate the price of the food and to exercise the strictest supervision over its quality, and over the supply of the market. The broad policy thus indicated, the Government of India leaves its application in particular instances to Local Governments. The Code allows grain-contractors to be appointed if they are required (1). It allows gratuitous relief (2) and relief wages (3) to be paid in grain where food would be difficult to obtain in the open market. It requires the officer in charge of a relief work to supervise the market arrangements, whenever a market for the supply of food at a relief work is established (4). These provisions will, it is anticipated, be found sufficient for all practical purposes.

(1.) Sections 12-14.
(2.) Section 8.
(3.) ,, 54.
(4.) Section 68.

27. The next matter which deserves some notice is that of the treatment of cattle. The Code itself is sufficiently clear as to the course which the Government of India would like to

see adopted; and as the same question has been lately made the subject of a Resolution No. 16A., dated 1st March 1883, it is unnecessary to enter into any detailed explanation of the chapter which provides measures for the protection of cattle, or of the reasons which led the Government of India to introduce it into the Code. It is sufficient to say that the question deserves more prominent notice than it has hitherto received in famine literature. Apart from all questions of humanity, the extreme importance from an economic point of view, of sustaining the labor upon which the harvests of the immediate future depend, is sufficiently apparent. While, therefore, the Government of India has taken special care, by the wording of Section 99, that the Code shall not tie down any local authorities to the adoption of measures which may be unsuitable to the province or the locality in which the distress may occur, it trusts that each Local Government will pay earnest consideration to this portion of the Code. The sympathy of many sections of the Native community may, it is thought, be enlisted in devising and carrying out practical measures which will prevent the wholesale destruction of cattle. The provision of tanks, the establishment of grazing reserves, and other measures of this kind will perhaps be willingly undertaken by native proprietors when the object of them has been thoroughly explained. For, unless reserves, tanks and pasture grounds are available, the provisions of the Code will be of little effect.

28. The final matter to which the Government of India thinks proper to attach prominence is one which has given rise to much controversy. This is the question of wage. The principle upon which the Government of India has framed the scale of wages embodied in the Code is that the wage should be the lowest amount sufficient to maintain healthy life under given circumstances. While the duty of the Government is to save life, it is not bound to maintain the laboring community at its normal level of comfort. To do so would be unjust to other sections of the community, besides prolonging the period for which the laboring population would cling to the relief works. The scale laid down in Chapter X is believed to be sufficiently liberal. On this point, however, the opinion of Local Governments is asked, and attention is invited to the appendix to this Resolution, in which are given the various scales of wages which have from time to time been adopted or preferred by various authorities.

29. The Code contains no provisions for accounts. In regard to this, Local Government should frame rules under Chapter XI of the Code in conformity with Provincial arrangements.

30. The Government of India desires that the Code now issued shall be adopted, as far as may be possible, from the 1st July next in all Presidencies, Provinces, and Administrations, except Madras, for which a separate Code has been already framed. In case any Local Government wishes to revise, correct, or add to the Provisional Code, the proposals should be submitted in the form of definite rules incorporated in a revised Code, accompanied by such explanations as may be necessary. The Government of India will be glad to learn the views of the Local Governments at an early date.

Order.—Ordered that the above Resolution be communicated to the Local Governments and Administrations noted in the margin for information and guidance.

Ordered also, that copies be forwarded to the Foreign, Finance and Commerce, Home and Public Works Departments, for information and record.

Government of Bombay.
,, of Bengal.
,, of the North-Western Provinces and Oudh.
Government of the Punjab.
Chief Commissioner, Central Provinces.
Chief Commissioner, British Burma.
Chief Commissioner, Assam.
,, ,, Coorg.
,, ,, Ajmere.
Secretary for Berar to Resident, Hyderabad.

(True Extracts.)

(Signed) T. W. HOLDERNESS,
Offg. Secretary to the Government of India.

Note on the relief-wage in the Madras, Bombay and North-Western Provinces and Oudh Famines.

The materials for this note are—(1) the report on the scarcity and relief operations in the North-Western Provinces and Oudh during the years 1877—78; (2) a note by the Secretary to the Famine Commission on the practical effects of the reduced or Temple wage in Madras, and in Bombay; (3) Report of the Indian Famine Commission, Part I; (4) Appendix II to the Report of the Indian Famine Commission. Evidence of Sir Richard Temple, His Grace the Duke of Buckingham, and Sir Michael Kennedy.

I.—The relief-wage in the North-Western Provinces and Oudh.

In May 1878, when the North-Western Provinces and Oudh Government sent up the Code issued by it on the subject of the administration of relief in those Provinces, the Government of India, while fully approving generally the principles on which it was based, suggested a

modification of the relief-wage prescribed, and recommended that the following scale should be substituted for that given in the Code :—

	Special gangs of people in a reduced condition.	Ordinary gangs doing within 25 per cent. of a full task.	Minimum wage below which reduction on account of short work should not go.
Adult male	10 chittacks flour + 9 pie	10 chittacks flour + 9 pie	10 chittacks flour + 3 pie.
Woman or child above 10 years.	10 „ „ + 6 „	8 „ „ + 6 „	8 „ „ + 3 „
Small child	6 „ „ + 3 „	4 „ „ + 3 „	4 „ „ + 1 „

2. The above had only been in operation about two months when the North-Western Provinces and Oudh Government reported that complaints had been received that the rates prescribed by the Government of India were too liberal, and consequently had the effect of keeping the people on the works, thereby causing Government to enter into competition with the employers of field labor. On the strong representations of the Local Government, therefore, it was agreed that the rates should be reduced, and in August of that year the following scale was then prescribed :—

	All persons performing their allotted task to receive the value of	All persons failing to perform their allotted task to receive their value of
Adult male	10 chittacks flour + 6 pie	10 chittacks flour + 3 pie
Woman or big child	8 „ „ + 4½ „	8 „ „ + 2½ „
Small child	4 „ „ + 2 „	4 „ „ + 1 „

3. The amount of wage was to be calculated without fractions of a pice, thus, if the value of 10 chittacks of flour *plus* 6 pice represented 17 pice, 6 pice were to be allowed, and so on.

The scale as reduced was maintained throughout the period the scarcity lasted.

II.—The relief-wage in Madras.

4. In January 1877, on the recommendation of Sir Richard Temple, the following rates of wage were laid down :—

	Under supervision by the Public Works Department, or where task-work not less than 25 per cent. below ordinary task-work, is enforced.	Under non-professional supervision, and where not less than 50 per cent. below ordinary task, is enforced.
For a man	Value of 1 lb. of grain + 1 anna.	Value of 1 lb. of grain + ½ anna.
For a woman	Value of 1 lb. of grain + ½ anna.	Value of 1 lb. of grain + ¼ anna.
For a boy or girl	Value of ½ lb. of grain + ½ anna.	Value of ¼ lb. of grain + ¼ anna.

5. In May 1877, the Government of Madras decided that the reduced wage (Scale No. II) should be given up, "the weight of the direct evidence being decidedly averse to the continued maintenance of the lower rate." Scale No. I was made "of general application to all famine works, the task to be exacted being not less than 50 per cent. of a full task, estimated according to the physical capability of the individual laborer in his normal condition." "Laborers unable to perform this amount of task should not be in the labor-gangs at all, but should be on specially light work, or in a relief-camp." Full rates were to be paid for Sundays, but no work exacted. Children under 7 years old to get 3 pie a day, and wages to be paid not less frequently than once in three days.

III.—The relief-wage in Bombay.

6. The following is a short statement of the different orders passed from time to time on this subject by the Bombay Government :—

A. For able-bodied laborers on Public Works Department works doing 75 per cent. of an ordinary task—

4th November 1876—

Men	¾ annas.
Women	½ „
Children	¼ anna.

15th November 1876.—When grain rises to be dearer than 16 lb. per rupee (the scale was made universal for all prices on 13th December)—

Men	price of 1 lb. *plus* 1 anna.
Women	„ 1 lb. „ ½ „
Children	„ 1 lb.

19th December.—No work to be done and no wages paid on Sundays.

26th December.—Infants under 7 years of age to get ¼ anna daily.

29th December.—Grain means the medium quality of the cheapest variety.

17th March 1877.—Fractions of a pound to be given in the laborer's favor in computing wages.

13th June.—When work is stopped by rain, laborers to get civil agency rates.

B. For non-able-bodied laborers on civil agency works doing 50 per cent. of an ordinary task—

19th January—

Men	price of 1 lb. *plus* ½ anna.
Women	„ 1 lb. „ ¼ „
Children	„ ½ lb. „ ¼ „

29th May 1877.—When grain is dearer than 16 lb. per rupee, the price of ¼ lb. to be given to infants, instead of ¼ anna.

10th August 1877.—When the price of grain reaches 9 lb. per rupee, an increase of ¼ to be made to the daily wage so as to *provide for Sunday*, but no work to be exacted on that day.

7. In his evidence before the Famine Commission Sir Richard Temple delivered the following opinions on the subject of relief wages :—

ANSWER TO QUESTION 222: GENERAL STRACHEY.

Speaking with the general concurrence of my advisers and coadjutors in the Bombay Presidency, I have to say that the scales of rations which prevailed in this Presidency have been found sufficient, not more than sufficient indeed, but still sufficient, and no more. In connection with this point, the strictness on supervision must be taken into account. If Government can rely on the relief people obtaining all that they are entitled to, then these rations are sufficient; but Government cannot be confident of this, unless ample supervision is ensured. If, from any circumstances, the affair of relief passes out of control, if the numbers of people on relief multiply faster than the supervision, then we may be quite sure that these people will not get all that they require, and under such circumstances there is great danger of a ration which is barely sufficient, being smitted by various sorts of peculations, and thus becoming insufficient. In a ration restricted to bare sufficiency, no margin exists for peculation, and the ration becomes condemned because it never was fully doled out. Unless, therefore, Government is quite sure of keeping relief thoroughly under control, unless abuses can be rendered next to impossible, it may be prudent for a time to allow a somewhat larger ration than would otherwise be allowed, upon the plain ground that if perchance poor people do not get all they are entitled to, still they will receive enough to sustain life. If, under any circumstances, I were to find that relief people were crowding upon me beyond my power of immediate management, I would allow for a time something over the ration allowed in Bombay, simply as a margin for safety; but as soon as the affair was brought under control, I would gradually introduce the Bombay ration. If, on the other hand, the affair was thoroughly under my control from the beginning, I would advocate the Bombay ration. This, however, is a matter upon which I am unwilling to dogmatise. If there be any reasonable doubt, I would give it in favor of the people, and would rather incur the additional cost of the enhanced ration than run any risk of endangering life. In the Madras Presidency the controversy which arose was recorded at the time. I have only now to say that when serious doubts were raised by the local Sanitary authorities, I obtained from the Government of India the services of the then highest Sanitary Officer in India; and after he had carefully conducted extensive examinations of the relief laborers, his written opinion was received in detail, and my recommendations were guided thereby. Subsequently, the opinions of this high medical authority were endorsed by the Sanitary officers in the Bombay Presidency. So far, then, as medical authority went, it was amply in support of the recommendations which I made.

MR. CAIRD :—Q. 223.—Did the high authority confirm the Bombay ration?

A.—Yes, he did. But always, both in the Madras Presidency and in the Bombay Presidency, we provided that there should be extra allowance made for those who required special treatment. This provision was carefully carried out in the Bombay Presidency. How far it may have been carried out in the Madras Presidency, I can hardly say.

MR. SULLIVAN :—Q. 224.—Did you not modify your original recommendation in Madras, and allow something extra for young children attending along with their parents in relief?

A.—My original recommendation was open to some misapprehension on this head, which misapprehension I rectified by a supplementary recommendation. At one time the Sanitary Commissioner of Madras appeared to consider that my ultimate recommendation, on the ration generally, very nearly went as far as his own. But be that as it may, shortly after I left that Presidency, the Madras Government, according to their own judgment, early in May I think, adopted some slightly increased ration.

GENERAL STRACHEY :—*Q.* 225.—Referring to the question of ration with work and without, I suppose the intention of your answer is that you adhere to the ration fixed for Bombay ?

A.—Yes, subject to the reservation mentioned above.

MR. CUNNINGHAM :—*Q.* 226.—Could the apparent difference between the experience in the Bombay and Madras Presidencies as to the sufficiency of the wage be accounted for by the fact that in Madras it was paid in rice, and in Bombay it was paid in wheat, or other substantial grain ?

A.—I think not.

GENERAL STRACHEY :—*Q.* 227.—On the whole, did the Bombay ration succeed in the Madras Presidency, or fail—so far as you know ?

A.—I cannot say whether it succeeded or failed, for it was tried only for a short period of about 2½ months, and that not universally. In the month of May 1877, the Madras Government reverted to the more liberal ration, which ration was, as I believe, in full operation throughout the brunt of the famine in that Presidency. Whether the lesser ration would have proved sufficient or not, had it been persevered in, is a question which cannot now be answered. It never was brought to the test of proper experience.

8. His Grace the Duke of Buckingham, in his evidence before the Famine Commission, spoke as follows on the subject :—

"As to a ration, I think I went too low in approving the Temple ration, 1 lb. + 6 pie. In May it was abandoned ; possibly the raised diet was too large for the second member of a family, though not for single persons. It is true vegetable food was wanting ; leaves, &c., all dried up in the beginning of the year. Afterwards these revived, and may have caused an improved condition of people. During the first period, too, people ate roots, bark, fibres, which may have hurt them. The lowest safe minimum at one period might not be safe at another, and it is hard to make a comparison for that reason. I watched certain gangs for four weeks, who were on the lower ration, and saw a marked loss of condition. In Nellore some gangs kept up condition apparently on the ration, but they also ate, we ascertained, lizards and snakes, which abounded in the jungles close by, and which they spent the nights in catching."

9. In evidence taken by the Famine Commission, Sir Michael Kennedy says :—

"I consider a bare subsistence wage to be 1 lb. of grain and ½ an anna in money for adult males, and on this scale a family, such as that above referred to (*i.e.*, a man, his wife, two children over 7 years and two under 7 years of age) could gain Rs. 7-11½ per month."

10. From the evidence which the Famine Commission had been able to gather as to the working of the Temple wage in Madras and Bombay, it was of opinion that "a rate as low as that enforced in the Bombay Presidency could not safely be prescribed for general use." The Commission considered that "a somewhat higher wage should be given than one which affords strictly a bare subsistence to the laborer, in order to cover any loss which may be inflicted on him by administrative errors, or peculation on the part of subordinates, or other analogous cause."—(*Note by Secretary, Famine Commission, of 18th July* 1879.) "In Bombay," the note continues, "the weight of opinion is given with almost complete unanimity in favor of the ration. The following reasons seem chiefly to have conduced to its success :—

"(*a*) The clearness and precision with which the order was given, and the absence of subsequent modifications fixed it in the minds of the officers and made it easy to carry out.

"(*b*) The smallness of the numbers to which it was applied admitted of personal inspection of the laborers and supervision of the working of the rule.

"(*c*) The officers who administered it were for the most part thoroughly efficient and carried out the entire system with discrimination, working this rule in connection with those for the special treatment of the feeble and for village relief.

"(*d*) The laborers in some cases had resources of their own ; in some districts prices were much cheaper than in the Madras famine tract, and in none (except Kaladgi and Sholapur) was the pressure of famine so severe. "In Madras," the note goes on, "the evidence is more conflicting, and the information is so incomplete that it is impossible to deduce from it any definite conclusion as to the sufficiency or insufficiency of the wage."

11. The conclusion which the Famine Commission have arrived at in their Report (Part I) on the subject of the amount of food required by workers and non-workers is :—

"That on an average a ration of about 1½ lb. per diem of the meal or flour of the common coarser grain of the country suffices for an ordinary working adult male. In the rice-eating countries an equal weight of rice may be accepted in lieu of flour, and in any case the ration should include a suitable proportion of pulse. A man doing light work would require about 1¼ lb. ; and the ration which consists of 1 lb. of flour with a little pulse has been found sufficient to support life in numerous relief-houses, where no work is exacted, all over the country. On these bases the diet scale should be built up, it being understood that a female requires a little less than a male, a child below 12 years of age about half the allowance of an adult male, and a non-working child below 6 or 7, about half as much as a working child. On relief-works, however, where a money wage is given, the rate of pay should be such as to leave a slight margin above the actual cost of the flour, so as to allow for the purchase of salt, pepper, and other condiments and firewood, and to avoid the risk of the wage being insufficient to purchase the full ration of food. Whenever it is necessary to supply people with a kind of food to which they are unaccustomed, the result should be carefully watched, and endeavor should be made to counteract, by some adjustment of the dietary, the unfavorable results which will probably arise from the change."

12. The scale proposed in the Madras Famine Code, which has lately been drawn up under the orders of the Madras Government and submitted to the Government of India, is :—

——	First class (*i.e.*, healthy, skilled laborers).	Second class (*i.e.*, capable of a 75 per cent. task).	Third class (*i.e.*, capable of from 50 to 75 per cent. task).
Men including boys above 12 years and nursing mothers	Value of 1¼ lb. of grain + 1½ anna.	Value of 1¼ lb. of grain + 1 anna.	Value of 1¼ lb. of grain + ¾ anna.
Women including girls above 12 years	Value of 1¼ lb. of grain + 1 anna.	Value of 1¼ lb. of grain + ¾ anna.	Value of 1¼ lb. of grain + ½ anna.
Working children below 12 years.	Value of ¾ lb. of grain + ¾ anna.	Value of ¾ lb. of grain + ½ anna.	Value of ¾ lb. of grain + ¼ anna.

NOTE.—Non working children will receive cooked food in the children's kitchens attached to works.

All payments are to be made in cash as long as grain is readily procurable in the local markets. By "grain" is meant the grain of medium quality and of the description in ordinary use at the time of payment, and the price to be taken is the retail price ruling at the head-quarters of the Sub-division during the previous week.

13. In the Provisional Famine Code prepared by the Government of India, the wage is to be a money wage, capable at current prices of purchasing the rations laid down in the following scale :—

——	MAXIMUM RATE.				MINIMUM RATE.			
	For a man.		For a woman.		For a man.		For a woman.	
	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.
Flour of the common grain used in the country, or steamed rice ...	1	8	1	4	1	0	0	14
Pulse	0	4	0	4	0	2	0	2
Salt	0	½	0	½	0	½	0	½
Oil	0	1	0	½	0	½	0	½
Condiments and vegetables ...	0	1	0	1	0	½	0	½

For children not being infants below 14, ¾, ½, and ¼ rations according to age and requirements : infants and other children unfit for work being fed in kitchens attached to the works.

14. On Civil Agency Works, where payment is made not by piece-work but according to tasks, the wage is not to exceed 75 per cent. of the maximum wage.

15. The minimum wage is the wage below which no deductions on account of short work are allowable.

Mis. No. 2599.

Referred to the Surgeon-General with the Government of Madras for report on the question of the famine wage referred to in the latter part of paragraph 4 of the Government of India letter.

(True Extract.)

(Signed) E. F. WEBSTER,
Secretary to Government.

23rd June 1883.

READ—the following letter from W. R. CORNISH, Esq., C.B.C.S., C.I.E., Surgeon-General with the Government of Madras, to the Secretary to Government, Revenue Department, dated Ootacamund, 26th July 1883, No. O-213 ;—

With reference to your Memorandum No. 2599 of 23rd June 1883, I have the honor to remark that the Committee which drew up the Madras Famine Code gave great consideration to the question of the famine wage, and their conclusions were embodied in the report submitted by them. These conclusions had my full concurrence.

2. I have no fear that famine relief, in whatever shape it may be given, will ever be "unduly attractive" to an Indian population. Experience in Madras, on a scale of extreme magnitude, showed that as soon as the prospects of the country held out any hope of food and work in their own homes, the people ceased to be applicants for State relief. The idea so generally entertained before the late famine that State relief would perpetuate a class of pauper poor, has been proved to be absolutely erroneous.

3. With the exception of a few "waifs" and "strays" of orphan children collected together by Missionaries, neither the Government nor Local Boards are at present supporting any of the people by public charity. But for the benevolent (and as I conceive mistaken) interference of charitable persons, even the few orphans alluded to would have found homes in accordance with the usages of the people.

4. The Committee which drew up the Madras Famine Code felt that it was impossible to put an actual money-value on those necessaries of life which are not named as a part of the daily ration, inasmuch as prices would fluctuate with the severity of scarcity, but they had all experience that in the late famine the money allowance was too small.

5. When evidence is produced in support of the sufficiency of this or that scale of famine wage or ration, it should not be forgotten that the Madras Census of 1881 disclosed a most deplorable wasting of the population in the districts which were exposed to the severity of famine. In spite of everything the Government could do in famine relief, millions of the people perished. I trust that with the Madras Code to guide them, the administrators of the next famine period may be more successful in saving the people than we were in 1877.

ORDER—dated 18th August 1883, No. 1006, Revenue.

Miscellaneous.

The Government of India having in their letter read above sanctioned, with certain observations, the Draft Famine Code for the Madras Presidency as approved * by this Government last year, the Right Honorable the Governor in Council now directs the issue and publication of the Code, subject to the following modifications and remarks.

*G.O., 5th October 1882, No. 1080-A.

2. In the first sentence of Section 58, the word "may" will be substituted for "will" and the words "not exceeding 60 rupees" for "of not less than 50 rupees." The object of prescribing a minimum salary was to indicate the necessity of employing trustworthy men; but this is equally well attained by the statement of a maximum, as desired by the Government of India.

3. Sections 31, 92, 93 and 94 will be struck out, the subject-matter therein dealt with, not strictly appertaining to a Famine Code. The matter, however, will receive consideration separately.

4. In regard to the question of compulsory retention of homeless wanderers and of recalcitrants in a poor-house until the famine is at an end, the Right Honorable the Governor in Council observes that as the Government of India is not prepared to legislate in the matter, sanction for the compulsion is wanting. The following will accordingly be omitted from the Code:—

I. Section 59 wholly.
II. The words "or who will not work" and the last sentence of Section 78.
III. The sentence—"If the refusal to work is persisted in, the recusant laborer shall be sent to a poor-house"—in Section 136.

The question, however, is one of great importance and should receive the special attention of every Famine Relief Officer in any future famine or scarcity of a serious character, and any cases which demonstrate the necessity for legislation, should be brought to the notice of Government.

5. Except as regards the maintenance of a cattle register, Section 103 may include all that is laid down in Chapter VII of the Provisional Code of the Government of India. It is less specific and necessarily so, there being as yet no fodder reserves in this Presidency to be thrown open; but it appears to the Right Honorable the Governor in Council to be sufficiently comprehensive and will be allowed to stand.

6. Sections 40 and 41 on the subject of stimulating or interfering with private trade are substantially in accord with the views expressed at paragraph 26 of the Government of India resolution read above, and will therefore be left intact.

7. The last and the most important question remaining is the rate of famine wage which the Government of India desire shall be reconsidered by this Government. They remark that the fixed money portion of the scale laid down in the Madras Code "somewhat exceeds the margin which the Famine Commission recommend for the purchase of condiments, firewood, &c.," the rates on the whole being a little higher than those prescribed in the Provisional Code, and express a fear that the wage might prove "unduly attractive." According to the Provisional Code, the wage is to be a sum of money capable at current prices of purchasing the rations therein prescribed, and the *rates* of wage are to be altered every time there is a fluctuation of not less than 10 per cent. in prices. The Madras Code Committee considered it desirable to fix the equivalent of condiments in money once for all, in view to leaving as little room for peculation as possible, and avoiding frequent changes in the rates of wage and consequent uncertainty. Surgeon-General Cornish whose opinion, owing to his wide experience of the late famine in Madras, is entitled to great weight, strongly deprecates any reduction of the rate recommended by the Committee. The bulk of the famine laborers will come under the 2nd and 3rd Classes, and the wage fixed for them is by no means in excess of that prescribed in the Provisional Code. The slightly higher rate allowed in the case of the 1st-class laborers is intended to leave them a small margin for the maintenance of temporarily disabled relatives who cannot be safely separated from them and is also fixed in consideration of the fact that a full task is exacted from them. There is certainly, in the opinion of His Excellency in Council, no reason to apprehend that the proposed famine wage will prove unduly attractive or will induce the agricultural population to cling to the relief works after the advent of rain makes cultivation possible. The Government accordingly resolve to adhere to the rates provided in the Draft Code.

8. The observation in paragraph 4 of letter from the Government of India to the effect that the fine to be imposed upon a recusant laborer is "not to fall below the wage prescribed for the laborer of the lowest grade," is not quite accurate. The Draft Code provides that the wage may go down to the village-relief rate, or even further, payment being proportioned to the actual outturn of work in aggravated cases of refusal to work—*vide* Section 136 (131, as altered).

9. The Code, as now passed, will be published as a supplement to the *Fort St. George Gazette*, for general information.

(True Extract.)

Ag. Secretary to Government.

To the Board of Revenue.
" Director of Revenue Settlement and Agriculture.
" Public Works Department.
" Public Department for communication to the Medical Department.
" Judicial " " " Jail and Police Departments.
" Financial Department.
" Secretary, Rent Recovery Bill Committee, with copy of G.O., 5th October 1882, No. 1080.
" Members of the Famine Code Committee.
" Superintendent, Government Press.
to the Political Dept. with copy of Proceedings.

Exd. J. Henricus.

300 Copies.

Sent to the Press

Govt. of {1883} Madras.

REVENUE.

Issued

Recd. 17 Sept

Encl.

G.O., 18th August 1883, No. 1006.

AUGUST.

Madras Famine Code.

Directing the issue and publication of the ~~4th~~ with certain modifications.

Political Deptt

Papers to be read in Proceedings :—

Again G. O., dated 188 , No.

Current No. of 188 , dated from

Current No. 864 of 1883, dated 8th Sept from The Revenue Deptt.

Order 12 Oct/83 N° 724 ~~4~~

Ordered that the Government of India be addressed.

N° 725 ~~4~~

To,

The Secretary to the Govt of India

Foreign Deptt

Dept sub 21 Oct 26/10/83

Sir,

I am directed to invite attention to the eleventh paragraph of the letter from the Secretary of the

the Famine Code Co.
(Madras Government Pro-
ceedings, No. 1080 A, Revenue
dated 6th October 1882), and
to the 189th paragraph
of Part I of the Report
of the Famine Com-
missioners, and to request
that the Government
may be favoured with
definite instructions as
regards to the manner
that subjects to which
they refer

Pub
7:4/85

Postponed
12 October 1883

Current No.
Ext. from 11 of Rev. Pro. dt. 1080A
of June 1883 part I of Pro. of Fa.
Com.

PRESS.

Political Department.
G.O. dated 12 Oct 83
No. 724-72

First copy sent to Press. 16/

Returned for signature. 22/10/83

Despatched in print.

[Despatch Abstract.]

Madras Famine Code

Quoting the observations of the Govt of India in para 11 of the letter from the Members of the Famine Code Committee to para 189 of Part I of the Report of the Famine Commissioners, regarding the treatment of subjects of Native States, who pass, wounded into British territory during a famine, & requesting to be favoured with definite instructions on the important subjects dealt with & relate.