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G.O., No. 175

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[Despatch Abstract.]

Cong: to the S.G. Pres: Rev: Secy: .
requesting the Chief Engineer, P.W.D.,
to name the P.W. Officers who have
had the largest experience in the
Administration of relief works
during the late famine & selecting
meanwhile certain officers to
give evidence before the ~~same~~
Famine Commission.

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BACK PAPERS.

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FURTHER PAPERS.

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CURRENT 4/2 Pub 1/4/15 Government 1898 of Madras. REVENUE.

Recd. 31 Jan }
Regd. 31 Jan } 1898.

Enclosure one ✓
Spare copies

G.O., No. 47, 28th January 1898.

JANUARY.

N^o 17582.2.98

Communicated to the Surgeon
General.
H.C.
1/2 8

Surgeon General (S. C. J. Doe) 1/7

Requesting the Chief Engineer, Public Works Department, to name the Public Works officers who have had the largest experience in the administration of relief works during the late famine and selecting, meanwhile, certain officers to give evidence before the Famine Commission.

CURRENT 412 Pub

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—again the following G.O., Mis. No. 356, Revenue, dated 22nd January 1898 :—

Read—the following letter from H. J. McINTOSH, Esq., I.C.S., Secretary to the Indian Famine Commission, to the Chief Secretary to the Government of Madras, dated Calcutta, 13th January 1898, No. 60 :—

I am directed to address you regarding the proceedings of the Famine Commission in the Madras Presidency.

2. The Commission leave Calcutta by the B.I.S.S. *Mombassa* on the 8th February due to arrive at Madras on the 11th or 12th February. They propose to hold sittings at two places in the Presidency for the purpose of taking evidence, viz., Madras and Bellary. The approximate dates of sittings at these places will be as noted in the margin. The exact dates will be communicated to you as soon as possible.

Madras, 14th to 19th February 1898.	
Bellary, 21st to 22nd " "	

3. Meanwhile, I am to request that, with the permission of the Governor in Council, a list may be prepared of the best witnesses, both official and non-official, having experience of the recent famine, who will be selected by the Government of Madras to appear before the Commission to give evidence. Intimation should be sent to the witnesses so selected that they will be required to appear before the Commission and they should be instructed to hold themselves in readiness to attend either at Madras or Bellary according as His Excellency in Council may consider convenient within the dates mentioned in paragraph 2 above. A written or telegraphic communication will be sent to each witness later on informing him of the exact date on which his presence will be required. I am to request that the names, designations and addresses of the witnesses selected by the Government of Madras may be communicated to me as early as possible, with a note against each showing whether he will appear at Madras or at Bellary. The Commission will, should they think it desirable, add more names to the list.

4. The Commission desire that the attention of the witnesses selected by the Government of Madras should be drawn to the following points mentioned in the instructions to the Commission, and that they should be requested to draw up in writing a "note of the evidence" they think they can usefully give with reference to these matters :—

(a) Departures from the prescriptions of the Madras Famine Code which have occurred in the Presidency during the recent famine.

(b) Degree of success which has attended the measures adopted, considered primarily with regard to the relief of distress and the saving of human life, and secondarily with regard to economy.

(c) Advice as to the measures and methods of working which seem likely to prove most effective in future in these two respects.

(d) Other recommendations or opinions thought likely to be useful in future famines.

5. These written notes of evidence should be forwarded to me as soon as possible and if time permits the Commission will esteem it a favour if the Government of Madras will arrange to have them printed before the sittings so that the witnesses and each member of the Commission may have a copy.

6. If the Government of Madras so advise, the Commission will for good reasons such as distance, sickness, urgent business, &c., excuse any selected witness from

attending and will put his written evidence on the record. Their travelling expenses will, if they ask for it, be paid to witnesses who are not entitled to draw travelling allowance.

7. In regard to the oral evidence which the witnesses will be expected to give, I am to say, generally, that they will be questioned on such points arising from their written evidence as may seem necessary. But the Commission are also drawing up a series of questions touching upon the subject matter of their enquiry, copies of which will be forwarded to you at an early date.

It is not intended that witnesses should be asked to prepare written answers to these questions, and it should be clearly understood that no witness will be expected to give oral evidence before the Commission on all the matters dealt with in the questions. But a copy of the questions should be sent to each selected witness as an indication of the subjects which are engaging the attention of the Commission, and in order that he may refresh his memory and be prepared beforehand in respect of these subjects touched on in the questions regarding which he may consider himself qualified to give evidence before the Commission. More detailed instructions will accompany the questions themselves.

8. In addition to the witnesses selected by Government, the Commission will be glad to receive the evidence of voluntary witnesses who consider themselves qualified and desire to give evidence on the subject matter of the enquiry as explained in paragraph 4 above, and I am to solicit the co-operation of the Governor in Council in making known to the public the wishes of the Commission in this respect. I am to forward a copy of a notice to the public calling for such volunteer evidence and to request that it may be published in the *Fort St. George Gazette* and such local newspapers as His Excellency in Council may think fit.

9. The Commission will be obliged if, under the orders of the Governor in Council, arrangements are made for their sittings at Madras and Bellary.

ENCLOSURE.

NOTICE is hereby given to the public that the Commission appointed by the Government of India to formulate for future guidance the lessons taught by the famine experience of 1897 have now assembled at Calcutta and will sit at the places named below on or about the dates mentioned against each for the purpose of hearing the evidence of witnesses from Madras :—

Madras, 14th to 19th February 1898. | Bellary, 21st to 22nd February 1898.

2. The Commission desire to make it known that they are ready to receive the evidence of witnesses who consider themselves qualified and desire to give evidence touching the subject matter of the Commission's inquiry. The points referred to the Commission for inquiry and report are those mentioned below and all evidence must be strictly confined to these subjects :—

(a) Departures from the prescriptions of the Madras Famine Code which have occurred in the Presidency during the recent famine.

(b) The degree of success which has attended the measures adopted, considered primarily with regard to the relief of distress and the saving of human life and secondarily with regard to economy.

(c) Advice as to the measures and methods of working which seem likely to prove most effective in future in these two respects.

(d) Other recommendations or opinions thought likely to be useful in future famines.

3. Witnesses offering evidence will be required to confine themselves strictly to these subjects and to send their evidence in *written form*, and in English, to the Secretary to the Commission as soon as possible. In so doing, the witnesses must give full particulars of their race, age, profession and residence, and of the opportunities they have had of forming an opinion on famine and famine relief questions.

4. As the time at their disposal is limited, the Commission do not bind themselves to invite all such volunteer witnesses to attend and be examined. Witnesses whom the Commission desire to hear will receive notice by post and any witness appearing in reply to such invitation will be paid his travelling expenses. No witness should attend for examination without an invitation from the Commission. In the case of witnesses who are not invited to attend, their evidence will be examined and placed on the record.

Order—Mis. No. 356, Revenue, dated 22nd January 1898.

Communicated to the Commissioner of Revenue Settlement and Director of Land Records and Agriculture, who will submit a complete list of officers down to the grade of Deputy Collectors, Assistant Engineers and Assistant Surgeons who have taken part in the administration of relief during the late distress, and of the persons whom he would select from among these as fit and proper persons to give evidence before the Commission.

2. The Government will also be glad to receive from the Commission and from the Honorary Secretaries, Indian Famine Charitable Relief Fund, Madras Branch, the names of non-official gentlemen who are in a position to give useful evidence.

3. The above letter will also be communicated to the Collector of Bellary, who will make the necessary arrangements for the sittings of the Commission at Bellary. The Commissioner of Revenue Settlement and Director of Land Records and Agriculture will immediately report, for the approval of Government, the place at which he proposes the sittings should be held at Madras and the other arrangements which he considers necessary.

(True Extract.)

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

To the Commissioner of Revenue Settlement,
Land Records and Agriculture.
the Honorary Secretaries, Indian Famine Charitable Relief Fund, Madras Branch,
the Collector of Bellary.

READ—the following letter from H. J. McINTOSH, Esq., I.C.S., Secretary, Indian Famine Commission, to the Secretary to the Government of Madras, Revenue Department, dated Calcutta, the 18th January 1898, No. 77:—

In continuation of my letter No. 60, dated 13th January 1898, regarding the proceedings of the Famine Commission in Madras, I am directed, with a view to avoiding possible misapprehension, to explain more clearly what is meant by the "written note of evidence" referred to in paragraph 4. I am to explain that the written note of evidence should be a statement containing all the evidence the witness thinks he can usefully give with reference to the subjects indicated in my letter.

2. The series of questions drawn up by the Commission will be in your hands at a very early date, and you have been asked to send a copy to each selected witness. I am now to request that instructions may be issued to the selected witnesses that they should, if possible, on receipt of the questions, add to their written statements of evidence on points which they have not dealt with and which they think they can usefully deal with.

READ—letter from the Secretary to the Indian Famine Commission, Calcutta, dated 19th January 1898, No. 90.

ABSTRACT.—Forwarding to Government sixty copies of the questions drawn up by the Famine Commission.

READ—the following letter from H. J. McINTOSH, Esq., I.C.S., Secretary, Indian Famine Commission, to the Secretary to the Government of Madras, Revenue Department, dated Calcutta, the 22nd January 1898, No. 119:—

In my letter, No. 60, dated the 13th January 1898, I addressed you regarding the proceedings of the Famine Commission in the Madras Presidency, and I have since, in the communications marginally-noted, forwarded to you copies of the Commission's tour programme and of their series of questions and given further instructions regarding the preparation of written statements of evidence by the witnesses selected by the Madras Government.

No. 99, dated the 20th January 1898.

" 90, " 19th " "

" 77, " 18th " "

2. The Commission arrive in Madras on Friday the 11th February, and the following are the dates on which they will sit to hear evidence:—

Saturday	...	...	...	12th February 1898	
Monday	...	...	...	14th " "	At Madras.
Tuesday	...	...	...	15th " "	
Wednesday	...	...	...	16th " "	
Thursday	...	...	...	17th " "	
Friday	...	...	...	18th " "	At Bellary.
Monday	...	...	...	21st " "	
Tuesday	...	...	...	22nd " "	

3. It is improbable that the list of witnesses asked for in paragraph 2 of my letter No. 60, dated the 13th January 1898, will reach me in time to allow of the Commission determining the order in which the witnesses will be heard and sending an intimation to the witnesses of the dates fixed for their appearance. I am accordingly to request that the Government of Madras will be good enough to arrange for the witnesses being present on the dates mentioned in paragraph 2 above. If possible, not more than six witnesses should be asked to attend on one day, and, as the time fixed for Bellary is short, it is desirable that as few witnesses as possible should be directed to attend there.

4. I am to add that the Commission attach extreme importance to the evidence of the witnesses being reduced to writing as fully as possible before they attend to give oral evidence, and to express the hope that the greater part of these written statements will have been printed before the Commission arrive in Madras.

5. As the Commission will be travelling between the 5th and 11th February, I am to request that any communications intended for the Commission, which cannot reach Calcutta by the 4th February, may be kept until the Commission arrive in Madras.

READ—letter from L. E. BUCKLEY, Esq., Famine Secretary, dated 25th January 1898.

ABSTRACT.—Submitting a list of officers on famine duty for selection for examination.

ORDER—No. 47, Revenue, dated 28th January 1898.

Miscellaneous.

The list read above will be forwarded to the Chief Engineer, Public Works Department, who will be requested to name the Public Works officers who have had the largest experience in the administration of relief works during the late famine. Meanwhile, the Government selects the following officers to give evidence before the Famine Commission:—

Name of the officer.	Place of examination.	Probable date of examination.
1. Surgeon-Lieutenant-Colonel W. G. King	Madras	12th or 14th Feb. 1898.
2. Mr. H. D. Taylor, I.C.S.	Do.	17th or 18th " "
3. Mr. R. W. De Ashe, I.C.S.		
4. M.R.Ry. B. Narayanamurti Pantulu		
5. Mr. W. O. Horne, I.C.S.		
6. M.R.Ry. R. Govinda Row Naidu	Bellary	21st February 1898.
7. Surgeon-Lieutenant-Colonel A. H. Leapingwell.		
8. Mr. E. A. Elwin, I.C.S.	Madras	15th or 16th Feb. 1898.
9. Mahdi Hussain Sahib Bahadur		
10. M.R.Ry. S. Ramu Aiyar Avergal	Do.	14th or 15th " "
11. Mr. H. A. Stuart, I.C.S.		
12. Mr. C. G. Spencer	Bellary	21st or 22nd " "
13. M.R.Ry. T. Rama Row		
14. Mr. W. B. deWinton	Madras	12th or 14th " "
15. Mr. R. H. Shipley		
16. Mr. N. Mac Michael	Bellary	21st February 1898.
17. M.R.Ry. K. Narayana Aiyar	Madras	12th or 14th Feb. 1898.
18. Surgeon-Major H. M. Hakim	Bellary	21st February 1898.
19. M.R.Ry. T. Runga Rao	Madras	12th or 14th Feb. 1898.
20. Surgeon-Major W. F. Thomas	Bellary	21st February 1898.

The above officers will appear before the Commission at the places specified against their names on the dates mentioned. Further names will be added to the list on receipt of the report called for from the Chief Engineer, and a list of the non-official gentlemen to be invited to give evidence will also be issued shortly.

2. The attention of the officers selected will be drawn to paragraph 4 of Mr. McIntosh's letter, dated 13th January 1898, No. 60, and they will be requested to draw up in writing a note of their evidence. This note should be a full statement of all the evidence a witness thinks he can usefully give on the points indicated in that paragraph. The note should be forwarded to Government within, if possible, four days of the receipt of this order. Each witness will be furnished with a list of the questions drawn up by the Commission which indicates the details of the subjects which are engaging the attention of the Commission and on which the witnesses will be called upon to give oral evidence. It is not intended that written answers should be prepared for these questions, and it is to be understood that, as a rule, witnesses will be examined orally only on such details as arise in connection with their written notes.

(True Extract.)



Ag. Secretary to Government.

To the Board of Revenue (Revenue Settlement,
Land Records and Agriculture),
„ the Chief Engineer, Public Works Department.
„ the Public Department.
„ the Financial Department.
„ the Accountant-General.
„ officers named in paragraph 1.

Exd. Shaik Karim.

120 Copies.

As to the extent and severity of the distress.

1. In your ^{province}_{district} what was the area and population affected?

2. To what was the distress due? To local failure of the rains and of the harvests, or to abnormally high prices, or both?

3. (a) Describe the extent to which the rains and the harvests dependent on them failed, as compared with the normal state of things.

(b) Were prices of food-grains much higher than in other years? Were they as high as, or higher than, those experienced in past famines?

4. Up to the time of the failure of the rains, what had been the condition of the affected area? Had preceding seasons been favourable or the reverse?

5. Under normal circumstances may the population of the affected area be considered to enjoy a fair measure of material well-being? Is there any section of the population in it which from special causes is ordinarily in an unsatisfactory and precarious condition? Is it relatively large?

6. Is the agriculture of the affected area specially dependent on timely and sufficient rain, owing to any peculiarities of soil, crops, absence of facilities for irrigation, or the like?

7. To what extent has the population of the affected area reserves of money or food for its support in the event of failure of one or more consecutive harvests? What sections of the population have not such reserves, and what proportion of the total population of the affected area is so situated?

8. How does the late distress compare in respect of its extent and severity with that experienced in any other famine of recent years in the same locality?

9. Is there any reason to suppose that the extent of crop failure, or the degree of distress, or the absence of resources on the part of the people, was under-estimated or over-estimated on the present occasion at any point of time? If this was the case, did it affect the character or amount of relief provided?

As to the sufficiency and economy of the relief measures.

10. The Famine Commission of 1879* appear to have held the opinion that the number of persons on relief in the worst months of a famine ought not to exceed 15 per cent. of the population of the affected tract (paragraph 75). Does this standard coincide with your experience? Is it liable to be exceeded in particular tracts, while being a fairly correct standard of relief as applied to the whole of the affected area in a province, some portions of which would be less distressed than others?

11. How do the relief figures of your ^{province} ~~district~~ in the late famine compare with the standard of the Famine Commission? If there are cases in which the standard was largely departed from, can you account for them?

12. Having regard to what you consider to be a fair standard of relief under given conditions, do you think that in any part of your ^{province} ~~district~~ the proportion of the total population relieved was larger than was necessary to prevent loss of life or severe suffering? Were persons relieved who were not really in need of relief? And, if so, to what do you attribute this?

13. On the other hand, were there any cases in which a larger proportion of the population might have been relieved consistently with the object of saving life and preventing great suffering? If so, what was the reason? Was it due to the attitude of the people themselves, or to defective or insufficient or ill-adapted relief arrangements?

14. If the relief arrangements were defective, insufficient or ill-adapted in any cases, was the cause of this circumstance avoidable or not?

15. Judged by the mortality of the famine period, has the relief given been successful in its object? If the mortality has been in excess of the normal, is there reason to think that this might have been prevented by more extensive or more timely relief measures?

16. Were any changes made at any point of time in the scheme of relief which was followed by a large decrease or increase in the numbers on relief? Do you consider that such increase or decrease was a direct or indirect result of such changes, and that they had the effect of excluding from relief persons really in need, or of bringing on to relief persons who did not really require relief?

17. Can any connection between such changes of system and the death-rate be traced?

18. The Famine Commission (paragraph 111) considered that the best safeguard against profusion on the one hand and insufficient assistance on the other was to be found in prescribing self-acting tests by which necessity may be proved. Do you consider that this principle has been observed to the fullest practicable extent in the late famine, so far as your experience goes?

19. The chief test was held by the Commission (paragraph 111) to be the exaction of labour from all those from whom labour can reasonably be required, the labour being in each case commensurate with the labourer's powers, and the wage not being more than sufficient for the purpose of maintenance. In the late famine, were all persons who could do a reasonable amount of work required to work as a condition of receiving relief?

20. The phrase "who can do a reasonable amount of work" was intended by the Famine Commission (paragraphs 133 and 146) to include women and children, far as they are healthy and capable of labour. Have these classes of persons been subjected to the labour test in your province?

21. The Famine Commission (paragraph 111) considered that if this principle be observed, the numbers of destitute persons to whom the test of labour could not be applied, would be "comparatively small." What has been your experience in the late famine as to the numbers of persons relieved, otherwise than through the operation of a labour test, in comparison with (1) the total population of the affected tract; (2) the numbers relieved on works. Have they been comparatively small? If not, what is the explanation?

22. With regard to the labour-test, have the conditions of the task and the wage been such as to constitute a stringent test of necessity? Has the task been a full one, considered with reference to the working capacity of each person? Has the wage been more than a bare subsistence wage, regard being had to the fact that it was open to the several members of a family to obtain separate relief.

23. The Famine Commission (paragraphs 128 and 146) while objecting to a "distance test," as a condition precedent to a person being received on a relief work, considered that one large work in each sub-division would prove sufficient, and that most of the workers would find it necessary to reside on the work. Have

the relief works been more numerous than this, and have the workers as a rule resided on them or not? Is residence upon a relief work disliked by the people, and does it constitute an effective and a fair test of necessity?

24. Can you give statistics showing the highest percentages on the total population of persons relieved on works ("dependants" being excluded) attained in the period or periods of maximum pressure?

25. How do these percentages compare with those attained in previous famines? If they are considerably higher, what is the explanation?

26. It has been alleged that in the present famine the people have resorted to relief works with greater eagerness and at an earlier stage of distress than in previous famines. Is this your experience, and, if so, do you consider this due to the greater liberality of the terms of relief as compared with those in force in former famines, or can you assign any other reason?

27. Was "gratuitous relief" mainly given through the medium of poor-houses in which residence is a condition of relief, or in the form of cooked food in kitchens where residence was not a condition of relief, or by means of doles of grain or of money to persons in their homes?

28. The Famine Commission (paragraph 140) recognised that the "village system," or the grant of relief in the homes of the people, involved "the risk of a too free grant of relief." Do you consider that the risk was effectually prevented, and that gratuitous home relief was strictly confined to persons who were in real want and who belonged to the classes specified in your Code?

29. Has gratuitous home relief been given more largely and at an earlier date in this than in any former scarcity? If so, give the reason and say whether the change has been beneficial. Has it saved lives and kept villages and households together? On the other hand, has it in any way demoralised the people, by making them more ready to accept charity, or by weakening the moral obligation of mutual assistance?

30. State the gross cost of direct famine relief in your ^{province}_{district}. State the number of persons relieved (in terms of units of one day's relief), and the cost of relief per unit. Compare the cost with the cost of relief in previous famines. Having regard to the comparative severity of the late dis-

tress, has relief been economically administered on the present occasion?

31. What indirect relief, in the form of loans or suspensions and remissions of land revenue, has been given? Can you say how the amount of such relief compares with similar relief given in former famines?

32. What is the net result of the famine, alleviated as it has been by relief measures, on the economic condition of the population of the ^{province}_{district}, distinguishing between the land-owning class, the cultivating non-proprietary class, the agricultural labourers, and the trading and artisan classes? Have these classes respectively been permanently injured, or will they speedily recover their former position?

33. Is there any important matter in which the scheme of relief-measures prescribed by the Code is seriously defective, or fails to meet the requirements of a particular class or particular classes of the community?

As to the arrangements existing for ascertaining the imminence of scarcity.

34. Do you consider that the arrangements existing in your province for ascertaining and reporting failure of rainfall and crops are sufficient? Can you suggest any improvement on them?

35. If no revenue village organisation, such as patwaris, is maintained by the State in your province, how is information as to the cropped area and the condition of the crops ascertained?

36. Can the crop-returns be relied on as regards (1) the area and kinds of crops actually sown: (2) the extent to which sowings have failed: (3) the condition of the crops?

37. Are the returns obtained within a sufficiently early date after the crops have been sown to be a guide, when distress is apprehended, to the extent of the apprehended distress?

38. In the late famine were the relief arrangements of each district largely based on the agricultural information given by these returns?

As to the extent to which the prescriptions of the Provincial Famine Code have been departed from or have been found to be unsuitable.

39. Please describe each different measure of State relief used during the late famine or scarcity in your (province, district or charge, according to the grade or status of the witness)? What measures of private relief were also in operation?

40. What opportunities did you have of gaining a practical knowledge or experience of the working of these measures?

41. Which, if any, of these measures were not Code measures, i.e., not authorised by the Local Famine Code as it stood before the famine began?

42. Were any of the Code measures not used in the late famine, or abandoned after trial?

43. In working Code measures of relief, what material departures were made in practice from the detailed provisions provided for such measures in the Local Code? Please to answer this separately for each measure, and explain the reasons for the departures, and give your opinion as to their sufficiency.

44. State the comparative advantages and disadvantages of each measure you have seen used (A) primarily with regard to relief of distress and saving of human life, (B) secondarily, with regard to economy.

45. Can you suggest any improvement of the measures you have seen used, or any other measures which you think ought to have been used; or which ought to be tried in the case of future famines or scarcities?

46. State the particular combination of measures which you would recommend, with regard to both the considerations mentioned in the penultimate question for the tract liable to famine which you know best.

47. If you know any other tract or tracts liable to famine for which some other combination would be better, please describe those tracts, and the combinations you have in mind.

48. Which measures were most approved by the general opinion (A) of the different classes in distress; (B) of the intelligent natives not themselves in need of relief?

49. Have you any other criticisms to express on the measures of relief used in the recent famine; or any other recommendations or opinions to advance which you think may prove useful in the case of future famines?

As to relief works.

I.—Extent to which works of public utility may be available as relief works.

*50. State the number of relief works charges under the Public Works Department and Civil Officers, respectively, at the time when attendance on relief works was a maximum, under each of the following classes:—

- (a) Roads.
- (b) Village tanks.
- (c) Impounding reservoirs.
- (d) Canals.
- (e) Railways or tramroads.
- (f) Miscellaneous works.

*51. What was the total length in miles of new roads constructed as Famine relief works—

- (i) unmetalled,
- (ii) metalled;

52. What do you estimate as the average number of day units of labour that can be employed per mile of each class of road, the work in the case of (ii) including the collection and consolidation of metalling, and collection of a reserve supply for five years?

53. Do you think that all the roads constructed as relief works will be of permanent service to the community, and that they will be effectively maintained in future, or that they will probably be abandoned as soon as they fall into disrepair?

54. If the roads now constructed are all regularly maintained, do you consider that there will still be room for new roads, should it be necessary a few years hence to open relief works; and if so, what length of new roads could be proposed in the districts principally affected in the late famine?

55. What is your opinion of the value of metal collection as a means of employment of relief labour?

56. Has metal been collected for existing or projected roads in the late famine in excess of probable requirements for the next five or ten years?

57. What is your opinion of the value of village tanks as a form of relief work—

- (i) As a means of employment of relief labour;
- (ii) As a means of permanently benefiting the villages in which they are constructed?

*58. What is the total number of village tanks that have been excavated or deep-

NOTE.—Questions marked with an asterisk (*) may be answered by one officer specially deputed for the purpose, or, if the Local Government prefers, the information may be given in the final famine report of the Province.

ened or enlarged as relief works under Public Works and Civil agency, and the approximate number of day units employed?

59. What was the average number of workers for whom employment could daily be provided in a satisfactory way on an ordinary village tank? Can you make any suggestion for securing strict supervision over small and necessarily scattered tank works, or for preventing the whole population of the village from applying for work on the tank because it is at their doors?

60. Has the number of possible village tanks been exhausted by the recent famine works or can we rely upon again being able to employ large numbers on such works on the recurrence of famine, say within 20 years?

61. In what districts have impounding reservoirs been constructed?

62. Can such works in these districts be regarded as in any way a protection against famine, or, as increasing the powers of resistance against famine of the community for whose benefit they are constructed?

63. Is there a prospect that many impounding reservoirs could be advantageously constructed in these districts as relief works in future famines, if projects were deliberately investigated beforehand, and on the assumption that the cost of their construction must in any case be expended in some form or another, for the purpose of relieving distress?

*64. What irrigation works, other than impounding reservoirs, have been constructed as relief works during the late famine, and what has been the approximate expenditure incurred on them as relief works?

*65. What expenditure will be required on them, on subheads of construction (such as land, masonry works, etc.) that are of little use for purposes of relief works, before the works can be completed and made available for irrigation?

*66. What is the area that these works may be expected to irrigate unusually in ordinary years, and will the area that may be anticipated in years of drought be greater or less than may be expected in ordinary years?

If any such works were constructed in former famines, have the anticipations of their utility been fulfilled?

67. Do you know of any irrigation projects that can be usefully investigated with the object of providing employment for relief labour in future famines, and with the prospect that the cost of main-

tenance will be covered by an increase in the revenue that may be attributable, either directly or indirectly, to the works proposed?

*68. Under what arrangements with the Railway administration interested have feeder railways or tramways been undertaken as relief works?

*69. Generally, do you think it would be possible, after careful investigation by competent officers, to prepare a programme of large and useful public works that might be put in hand in future famines in preference to petty works, such as have been carried out during the recent famine, the conditions being—

(a) That much of the expenditure on such portions of the work as can be carried out by relief labour will have to be incurred in any case for the purpose of affording adequate relief to the distressed population, and that, if not incurred on the works proposed, will be incurred on others of a less useful character.

(b) That the cost of future maintenance of the work will either be covered by the gross revenue that may be expected from it, or, if the work will not produce revenue, will not be out of proportion to the public benefits anticipated from its construction, or beyond the means of the authority that will be responsible for such maintenance.

(c) That the completion of the work will not involve an expenditure on materials or other items out of all proportion to the expenditure to be incurred on items that can be carried out by relief works, except when the work, as a whole, is likely to prove remunerative, or when its execution sooner or later has been decided on, in the interests of the public, and without reference to the necessity for providing employment for relief labourers.

70. What are the provisions of the Provincial Famine Code regarding the maintenance of a programme in each district of famine relief works, with sanctioned plans and estimates? Has the Code been in practice observed, and were plans and estimates for the works entered in the district programmes ready prepared when

distress appeared? If plans and estimates were not ready, what was the reason?

II.—As to large and small works, and the distance test.

71. What, in your opinion, is the greatest distance at which the distressed inhabitants of a village may be induced to attend relief works—

(a) when they return every night to their villages;

(b) when accommodation is provided on the relief works?

72. Do you think it would be practicable to withhold relief from all fairly cable-bodied labourers who refused to attend relief works at the distances stated in reply to the last question?

73. Would you recommend conveying relief labourers long distances of over 100 miles by rail or steamer to any large public works on which there is a strong demand for labour, or in which their labour could be very usefully employed, in preference to employing them nearer to their own homes on petty work of little use to any one, and the construction of which would never be contemplated, except for the purpose of affording employment for distressed labourers?

74. In the late famine has residence on the works been the rule or the exception?

75. Has residence been made a definite condition of relief, or has it incidentally resulted from the small number of relief works open and the distance of them from the homes of the majority of the workers?

76. Are you in favour of making residence obligatory, or of indirectly inducing it by concentrating the works? Have you any evidence that when such a test is not enforced, the relief works attract many persons not actually requiring relief? Do you consider that a high task and low rate of wage are in themselves sufficient tests?

77. Is residence on the works so distasteful to the people that they will undergo extreme privation before they submit to it? Can you point to any instances in which this feeling has prevented relief offered under condition of residence from being effectual? Or any in which it has passed away or become less intense after a short trial?

78. If famine were widespread in the province, would the disposable establishments be large enough to supervise works so numerous and so arranged as to allow the majority of the workers to return daily to their homes?

79. To enable relief workers to come to a relief work daily from homes several

miles distant and yet to earn the full famine wage, have reductions for "distance" been made in the task of such persons? Refer the Commission to the rules (if any) on the subject, and explain how they were worked. Were such "reductions" allowed when hutting accommodation was provided on the works? What precautions were possible to prevent distance being overstated, especially in the case of those who did not return to their homes every night, but found shelter in adjacent village?

80. What was the cost of hutting accommodation per worker?

81. Did the cold and discomfort attendant on residence on the works affect the health of the people?

82. Was it necessary to provide blankets and bedding for the people in consequence of residence being enforced?

83. Is the proportion of "dependants" relieved on the relief works less when works are small and numerous than when they are large and few? How do you account for this?

III.—*Task work and piece-work.* *

84. What was the proportion of labourers employed on task work and piece-work, respectively, on the relief works under your charge, during the late famine?

85. Are you of opinion that piece-work is suitable for the employment of relief labourers in all cases?

86. If not in all cases, do you think that it is suitable in any? If so, specify the conditions under which you would generally recommend its introduction.

87. Do you consider the objections taken by the Famine Commission (paragraph 133) to piece-work as the predominant form of relief on works are overstated, or can be removed or lessened by administrative expedients? Or that they are on the whole less important than those which in your experience may be urged against task-work?

88. What arrangements would you recommend on works carried out under the piece-work system for labourers who might be too weak or incompetent to earn a subsistence wages at the rates offered, but are nevertheless not sufficiently helpless to be proper recipients of gratuitous relief, either on the works or in their own villages?

* It is desirable that the witnesses should have read the recommendations contained in Mr. Hicham's Final Note. Questions 1 to 10 are intended only for witnesses, who have had experience of piece-work.

89. Would you propose any arrangements limiting the amounts to be earned on piece-work by expert and able-bodied labourers who might be able to execute far higher tasks than those assumed as the basis for the piece-work rates? If so, state what arrangements you would propose.

90. What is the size of the party to which you would make single payments for the work done, e. g., in the case of earthwork how many diggers, with their own complement of carriers, would you put into one gang, or what would be the average number of diggers and carriers together forming a gang, and to whom a single payment should be made?

91. Are you of opinion that if payment for work done is made to the head of such a gang, as is referred to in the previous question, the amount paid will fairly be distributed by him among the members of the gang? Have complaints of unequal or unfair distribution been common when this system has been adopted?

92. Can you give any idea of the reduction that may be made, both in numbers and cost of special establishments, by the substitution of piece-work for task-work?

93. Do you think there would generally be any difficulty in inducing the people to attend works on the piece-work system if works on the task work system have not been previously opened?

94. What is in your opinion the most convenient system of classifying relief labourers when employed on task work?

95. What wage would you propose for each class in terms of the grain staple in general consumption by the classes from which labourers are drawn, expressed in *chataks*?

96. Is it necessary to maintain the alternative system given in the Famine Codes under which wages may be calculated according to the cost of the component parts of a day's ration?

96A. Would you propose a different task and wage for men and women within the same class?

97. How would you classify, task and remunerate children—

- (i) Above 12 years of age.
- (ii) Below ditto.

98. What do you consider the minimum age at which children should be employed as workers?

99. What penalties would you propose for labourers who fail to perform the task set them, and how would you enforce them?

100. Are the present restrictions as to fixing below the minimum wage necessary or expedient?

101. Have considerable bodies of relief workers been on the minimum or D wage for a continuous period? Has it resulted in enfeebled health?

102. Are you in favour of allowing all labourers to earn something in addition to the normal wage proposed in your reply to question 12 in the performance of a task in excess of the normal?

103. Are you in favour of paying a wage on Sundays, or one rest day in seven, and if allowed, what condition as to previous attendance would you propose as entitling to a rest day wage?

104. Do you consider it possible to introduce a standard task for all carriers as suggested in paragraphs 9 and 10 and in Appendix I of Mr. Higham's Report on the Management of Relief Works?

105. Do you think that the formula proposed in Appendix I of Mr. Higham's Report for determining a *reduced level* in which allowance is made for the initial effort in each trip, for the vertical lift, and for the actual horizontal level is one that may be generally accepted for the purpose of a measure of the work done by carriers. If not, what modification of the formula would you propose?

106. Assuming that the reduced level is calculated as proposed in Mr. Higham's formula, or in any modified form of it that you may prefer, what is the *duty* that you would assign to an ordinary famine carrier, the *duty* being the number of cubic feet carried in a day multiplied by the reduced level in lineal feet, the value suggested by Mr. Higham being 10,000?

107. Do you think it possible to instruct the works establishment ordinarily available on relief works to arrange for the disposition of labour so as to secure, at all times, the best proportion of carriers to diggers, that may be possible under the circumstances; diggers being made to carry when the proportion of carriers is too low, and carriers being as far as possible employed in digging, even with reduced tasks, when carriers are in excess?

108. What is in your opinion the best unit for task work, that is, the size of the party to whom a given task is allotted and all the members of which should be liable to fine if the task is not performed?

109. Do you know anything of what is called the Blackwood system, and do

(For Bengal only.)

(North-Western Provinces only.)

Ditto.

you consider it preferable to ordinary task work or to piece-work? If so, state your reasons?

110. Have you had an experience in what has been called the modified intermediate system, and if so, do you consider it preferable to task work under the system laid down in North-Western Provinces Circular No. 18, dated 5th December 1896, or to piece-work in which payment is made to the head of a working party simply with reference to the quantity of work done, and without any reference whatever to the constitution of the party?

111. If you consider this system preferable to the others, would you advocate its adoption on all relief works, whatever the degree of the distress? If you consider it inapplicable in districts in which the distress is very acute, please state your reasons?

112. In what proportion have the adult male workers stood to the women and children? Has it varied greatly in different districts and in the same districts at different periods? Has the proportion differed in the same district and at the same point of time?

113. Can you account for the great preponderance of women and children on the relief-works when these exceeded two-thirds of the whole number? Did the adult males find private employment at wages in excess of the famine wage? If so, was it really necessary for the State to support their wives and children?

IV.—Relations of Civil and Public Works Officers in connection with the management of relief works.

114. Can you define the classes of relief works which may in your opinion be most conveniently carried out by Civil and Public Works Officers respectively?

115. What powers of control, if any, do you think should be exercised by the Collector and Commissioner, respectively, in regard to the management of relief works which have been entrusted to the Public Works Department?

116. In the case of such works what are the matters for which, in your opinion, the Collector and the Executive Engineer, respectively, should be held responsible?

117. Do you think it desirable that any powers of control reserved to the Collector in the case of works carried out under

the agency of the Public Works Department should be delegated to or exercised by his Assistants?

118. What class or classes of men do you think most suitable as officers in charge of a relief work camp, it being assumed that the services of all available Public Works Officers and Subordinates are required for setting out and supervising the work, conducting and checking the measurements, etc., and on the general duties of inspection and control?

119. Do you consider that the officers in charge should, in the case of works carried out by the agency of the Public Works Department, be placed under the direct orders of the officers of that Department?

120. Do you think that the officers of the Public Works Department who are responsible for the execution and inspection of relief works, can or should also undertake the control of all other matters within the relief camp, such as the payment of labour, the conservancy arrangements, the management of kitchens, bazar arrangements, etc.?

121. Do you think it necessary or desirable that either the officers in charge of relief camps, or the inspecting or controlling officers should be vested with magisterial powers for the maintenance of order in the camp, and if so, to what extent?

122. Was there any essential difference between the systems of management adopted on works under Public Works and those under Civil Agency?

123. Do you consider that any of the works carried out by the Civil Officers might, with advantage, have been transferred to the Public Works Department, or *vice versa* that any works were carried out by the Public Works Department that should have been left in the hands of the Civil authorities?

V.—Other details of management.

*124. At what intervals do you consider that the payments of wages should be made—

- (i) To labourers on task work,
- (ii) To those on piece-work?

*125. In the case of task work, would you adopt the *pice* unit for payments, or pay to the nearest pie, as worked out by the Ready Reckoner?

*126. Do you recommend that payments should be made by independent cashiers or by the gang mubarrirs?

127. Has it been the practice in any works to require *chalan* from civil or

village officers before admitting newcomers to the works, and if so, do you consider it a desirable practice? What was done in such cases with labourers presenting themselves without a *chalan*?

128. What is your experience in regard to members of aboriginal hill tribes?

(i) Has there been much difficulty in inducing them to attend the works?

(ii) When on the works, have they worked steadily, carried out their tasks and been amenable to discipline?

129. What are the maximum and minimum number of labourers that should form a single charge?

130. Are you in favor of kitchens in all cases in which relief is given to non-working children? if not, under what circumstances would you recommend cash doles?

*131. What do you consider, as a result of your experience, may be considered a fair ratio to the value of the work done if performed by ordinary labour at the ordinary rates of—

- (i) The payments actually made to the labourers employed, including the Sunday or day wage;

The total cost of the work including relief to dependants and all incidental charges;

and support your opinion by statements showing the general results of all the operations under your charge?

*132. Have you any suggestions to make on the question of famine accounts and returns?

VI.—A.—Interference with the supply of labour to private employers.

(For Government officers only).

133. Have you received any complaints from the agents of railway or other public companies, contractors, planters, or other private employers that the opening of relief works affected the supply of labour which they were desirous of employing? If so, give particulars of the complaints.

134. Did you think there was any foundation for any of these complaints, and if so, was it possible to do anything to meet them?

135. Were the wages or the rates per unit of work done paid by such employers in excess of the normal wages and rates in

NOTE.—Questions marked * may be answered by one officer specially deputed for the purpose, or, if the Local Government prefers, the information may be given in the final Famine report of the province, or in reply to the Government of India's Resolution (Revenue) No. 31, dated 25th October 1897, recorded on Mr. Higham's Report.

ordinary seasons, or did they follow in any way the rise in the price of grain?

136. Do you think the rates paid by the employers were insufficient to enable an ordinary able-bodied family accustomed to labouring on works to earn a bare subsistence at the market rates for grain that obtained?

137. What arrangements, if any, would you propose in future famines to prevent relief works attracting labour that would otherwise go to private employers?

138. Can you say if relief operations were assisted in any way by the employment offered by private employers of all classes to able-bodied workers in their immediate neighbourhood other than professional earth workers? Are you aware whether any works were undertaken by them with this purpose which but for the existence of distress would have been postponed to more later date, or whether any special efforts were made or facilities afforded with the object of assisting in the relief of distress?

139. Do you think it would be possible in future famines to utilize the agency of private employers in any way for the purpose of providing more extensive employment for the distressed?

VI.—B.—Interference with the supply of labour to private employers.

140. Do you consider that the supply of labour to the works under your control was injuriously affected by the opening of relief works in the neighbourhood or at a distance?

(For employers of labour only.)

141. Did you find it necessary to revise your rates after relief works had been opened? If so, give particulars of the rates before and after the opening of relief works, and compare them with those that you have paid in ordinary seasons for the same class of work.

142. How far from your own works were the relief works which you consider interfered with the supply of labour?

143. Have you made any complaints on the subject to any of the officers connected with relief works, and if so, with what result?

144. Do you consider that the establishment of the relief works complained of was necessary as a means of preserving life, or that without them the people who attended them could have found sufficient employment in your own works and elsewhere to earn at least a bare subsistence for themselves and their dependants?

145. If you consider that Government relief of some kind was necessary, do you

think it would have sufficed to give it in some other form than relief works, or to have opened relief works on a different principle from that actually followed? If so, state your views on these points.

146. Do you think that it would have been possible to employ local labour in distressed districts upon works under your control, and to have obviated the necessity for Government relief works in the neighbourhood, if Government could have made arrangements for the rate of grain to all labourers on your works at privileged rates considerably below the market rate?

147. Have you any other remarks on the subject of relief works that you would like to lay before the Commission?

See paragraph 12 of Mr. Higham's notes on Central Provinces.

As to Gratuitous Relief.

148. What percentage of the population of the affected area was placed on gratuitous relief at the period of maximum pressure?

149. Did the persons so relieved mainly belong to the agricultural classes resident in rural areas?

150. Do you consider that all the persons thus relieved were incapable of work on a relief-work, and were without relatives bound and able to support them, and had no resources of any kind?

151. In ordinary years how are such persons supported, and why should famine or scarcity throw them upon the State for support?

152. Were the persons who received gratuitous relief in their homes chiefly women and children? To what extent did the women belong to the *parda nashin* class?

153. Can any reliable estimate be formed for a given tract of the number of persons requiring gratuitous relief in their homes during an acute famine? Will the numbers vary with the severity and stage of the distress?

154. If the numbers of relief workers attending the relief works open in a district are small, may it be presumed that no great amount of gratuitous relief is required?

155. In some provinces it appears to have been the practice to require the incapable poor who had able-bodied relatives to accompany the latter to the relief works and there to remain as "dependants." Do you approve of this practice as a test of necessity?

156. Would you give gratuitous relief to an incapable person having an able-bodied relative bound to support him, who declines to go on to the relief work?

157. May it be presumed that gratuitous relief at home is very popular with the people, and that it is sought for by many who are not absolutely destitute or who are capable of labour on the relief works?

158. Was the circle and inspection organization at your disposal sufficiently strong, vigilant, and well-informed to restrict gratuitous relief to those who were incapable of work and would otherwise have starved? Describe the precautions taken.

159. Do you think that the successful administration of this form of relief requires a larger staff of supervising officers in the superior grades than any other kind of relief?

160. Does the acceptance of such relief place any social or caste stigma upon the recipient?

161. Does the knowledge that gratuitous relief is given by the State lead to the drying up of private and village charity quicker than would otherwise be the case, and tend to make the people cast their customary obligations for the support of the poor of the locality upon the State?

162. Could some of the persons to whom gratuitous relief was given have been employed on light manual labour on relief works in or near their village?

163. Could such work have been provided by assisting the land-owners of the village to undertake the construction of tanks or roads or other village works?

164. Central kitchens, where cooked food is provided for all comers without any condition as to residence, have by some officers been preferred to gratuitous relief in the homes of the people, at least in the early stages of distress, or when distress is on the wane. What is your opinion on this point?

165. What are the social and caste feelings of the people as to receiving cooked food in State kitchens? Would the substitution of kitchens for gratuitous relief in the form of grain or money doles practically exclude on account of these sentiments certain classes from relief who really need it?

166. Apart from the sentimental difficulty, would it be practicable to maintain a sufficient number of kitchens so as to be within the reach of all persons requiring gratuitous relief?

167. Was gratuitous relief given in the form of grain or of money? Which form do you prefer?

168. Was it given in the actual homes of the people, or were they required to repair periodically to a central place to receive it?

169. Within your observations was there much malversation or extortion on the part of patwaris or other subordinates employed in the distribution of gratuitous relief? Were there any instances in which persons paid money, or surrendered part of the dole, in order to be placed on the gratuitous list?

170. To what extent was the existing revenue or police organization by villages or larger groups utilised in ascertaining the persons requiring home relief and afterwards in distributing such relief, and how far had it to be superseded or supplemented?

171. To what extent was gratuitous relief administered through voluntary unofficial agency?

As to Poor-Houses.

172. Was the population of the poor-houses in your ^{province} ~~district~~ large at any point of time, or continuously so throughout the famine period?

173. From what classes of the community were the inmates chiefly drawn?

174. Did persons of the better castes or of respectable position object to resort to the poor-houses for relief? Would any degree of pressure have induced them to go there?

175. Compared with any experience you may have had in former famines, do you think the people generally showed decreased reluctance in the late famine to accept poor-house relief? If so, to what do you attribute this?

176. Was the mortality of the poor-house population exceptionally high throughout the period, or in any particular months? Can you account for this?

177. To what extent were the inmates of the poor-houses persons who had wandered from other districts within the province, or from other provinces, or from Native States?

178. If the ~~non~~ physical condition of the persons entering ~~the~~ poor-houses and the distances they had come, what opinion did you form as to the severity of the famine, and the degree to which it had broken up households and caused wandering?

179. Were any measures taken to keep down the population of the poor-houses by drafting to works or to their homes all who could properly be thus disposed of? Was this systematically or spasmodically done?

180. Is the poor-house ration prescribed by the Famine Code sufficient? Had the dietary to be varied in the case of weak and sickly persons?

181. Are the rules and appendices of the Famine Code as to the management of poor-houses sufficiently explicit and detailed, and in all respects suitable? Can you point out any defects in them and suggest improvements?

182. Are legal powers required to enable relief officers or district authorities to send persons found begging and wanderers without any means of support and persons who, being able, refuse to work at the relief-works to poor houses, and to detain them there? Was compulsion in this direction in practice used?

183. Were endeavours made to get work out of poor-house inmates, and with what degree of success?

184. Had any compulsion to be used to detain persons in the poor-houses? Were the inmates free to leave when they chose? Were the departures or escapes numerous?

As to Relief centres.

185. Was it found necessary to open relief centres where doles of grain or money were distributed, as an alternative to giving similar relief in the homes of the people? Under what circumstances was this necessary?

186. When relief centres were thus established, was work exacted as a condition of relief from able-bodied persons? What kind of work was exacted?

187. Did the attendance at relief centres tend to become unmanageably large? Was the collection of large numbers of persons at such centres found to be productive of epidemic disease?

188. Does the expedient of relief centres as a substitute for village relief and an organized system of relief works in the early stages of distress commend itself to you?

189. In your experience would it have been better to have completed the village relief arrangements and to have opened regular relief works at an earlier date than was actually the case, in localities where relief centres were resorted to?

190. Are there any special tracts of country or any particular conditions of the population which make relief centres preferable to village inspection and village relief and to regular relief-works?

191. Approximately what area was a relief centre expected to serve?

192. Was voluntary unofficial agency available and utilised to any large extent in the working of relief centres?

As to Relief kitchens.

193. What is your view of the functions of relief kitchens at which cooked food is supplied to destitute persons without the condition of residence?

194. Are they required chiefly in connection with relief works, for the non-working children and other dependants of relief workers, or may they advantageously be established elsewhere for the relief generally of the incapable poor?

195. At the beginning or end of a famine to what extent is it expedient to substitute kitchens for gratuitous relief in the houses of the people?

196. Was cooked food given at the relief kitchens to all applicants, or only to those furnished with a kitchen ticket by an officer or village headman?

197. When such kitchens became numerous, was strict supervision over the persons in charge difficult to maintain? Was there waste or misapplication of food? What arrangements to prevent this were made? Were the kitchens ordinarily placed under the direct charge of officials, or of zemindars and other private persons?

198. Is it preferable to relieve the non-working children and other "dependants" of relief workers by means of cooked food, or by money doles to the parents? In your experience could parents to whom money was given for this object be trusted to expend it on their children?

As to loans to cultivators and land-holders.

199. To what extent have State advances been made to land-owners and cultivators for land improvements, for seed-grain and cattle, and for subsistence, in the late famine?

200. In the case of money advanced for land improvements, have the recipients, as a rule, spent it on the object for which it was lent, namely, on the employment of labour? Or have they otherwise utilised it?

201. Have the sums advanced for cattle and seed been of much benefit to the cultivating classes? Could more money have thus been advantageously spent?

202. What periods for recovery have been fixed for the different classes of advances?

203. Have advances been given to land-owners and cultivators for purchase of food, and under what restrictions as to the amount advanced and as to the time of the year in which the advance was made?

204. Do you approve of the principle of such subsistence advances, or do you think that cultivators requiring money for food should be required to submit to the self-acting test of accepting work on a relief work?

205. Is it more economical to aid by such advances cultivators who possess some property in land and cattle than to offer them work and wages?

206. Would not every cultivator want to borrow instead of going to the relief works, and would not this mean a very large outlay by the State on loans, and an increase of indebtedness among the cultivators?

As to suspensions and remissions of land-revenue.

207. To what extent has land-revenue been suspended or remitted in the parts of your ^{province}_{district} affected by the late famine?

208. Have measures been taken to secure that the relief thus given reached the cultivating tenant? Does the law provide for this? If not, is legal provision desirable?

209. Has this form of relief been of much advantage to the land-owning and cultivating classes? To what extent has it kept them from the relief works, or tended to prevent them from falling into debt?

210. Do you think that the land-revenue which has been suspended and not remitted will be recovered without pressing severely on the land holders, should seasons be good?

211. Will such recovery be spread over several seasons by means of instalments? Will the corresponding rent suspended be distributed in similar instalments?

212. Does suspended rent carry interest? If so, ought it to do so?

213. Has the Government power to direct suspension of rent on estates held free of land-revenue, when it directs suspensions of rent and revenue on revenue-paying estates? Is such power necessary?

214. In regard to suspension and remission of land-revenue in temporarily-settled tracts, do you think it might with advantage be made a general rule of practice that in regard to estates held by self-cultivating as distinct from rent-receiving owners, when the crop is reported to be, say, below a 4-anna one, and only sufficient to feed and clothe the owners and their dependants and cattle, the proper treatment is immediate remission, not suspension?

215. Can you form any idea to what extent the private indebtedness of the land-owning and cultivating classes has been increased through the famine? Do the stamp or registration receipts indicate increased borrowing and more transfers of land? Has the borrowing in many cases been on a scale which must involve ultimate ruin to the borrower?

As to the use made of Forests.

216. What measures were taken to open State and private forests to the people for grazing, or for collection of grass or leaves, or of edible fruits, roots and grass seeds; and what was the effect of such measures?

217. Do you think that the forests might have been more fully made available for these purposes than was the case?

218. Were any departmental operations undertaken for collection and despatch of compressed grass to the distressed tracts, and with what result?

219. What kind of food do the people get out of the forests?

As to orphans.

220. How should orphans who have been maintained by the State during famine be disposed of at the end of a famine?

221. In the case of orphans who, during the Famine, have been temporarily made over by the relief officers to private orphanages and payment made by the State for their support, should the Government continue its aid to the private orphanages after the famine?

As to private Charitable Relief as auxiliary to State Relief.

222. Have you any suggestions to offer regarding the statement of the objects to which private subscriptions for relief of distress caused by famine may legitimately be applied as set forth in the *Gazette of India* of 9th January 1897.

223. Do you think any of these objects trench upon the field of Government relief operations?

224. In view of the fact that during the currency of a famine the Government makes itself responsible as far as may be practicable for the saving of life by all available means in its power, do you consider the statement of the second object satisfactory; if not, how should it be modified?

225. Do you think the second object could properly be restricted (a) to the giving of clothing and other extra comforts to the orphans, and (b) to meeting the cost of their education in some useful craft befitting their station in life and of their maintenance after the end of the famine?

226. Are any special rules or measures necessary to prevent overlapping of charitable and Government relief under object III; if so, what would you suggest?

227. Do you consider the opening of grain shops where wholesome food-grains would be sold at rates below the prevailing market rates, a legitimate method of giving relief to respectable persons with small fixed incomes who, though suffering great privations from abnormal rise in prices, would not accept purely gratuitous relief either from Government or from the Charity Fund?

228. Is the opening of these cheap grain shops likely to interfere with private trade, provided the benefit of them be extended only to a selected number of persons? Were such shops started in your district, and did they interfere with private trade?

229. Are you aware that the opening of these shops from the Indian Famine Charitable Relief Fund operated to steady the market and to prevent fitful raising of rates?

230. To render the help effective do you think that the relief to broken down agriculturists should not be confined to the period when acute distress is subsiding, but that it should be given just before the commencement of the agricultural season even though distress might then be at its height?

231. What class of agriculturists should generally be helped under object IV?

232. Do you think the Charity Fund could be properly applied in relieving agriculturists who are in a position to get statutory loans (*taccavi*) from the Government?

233. Do you think it could be usefully spent in supplementing *taccavi* advances where they are not enough to meet all the agricultural requirements of the recipient including the subsistence of himself and his family, during the interval between the sowing and the harvest?

234. Do you consider the operations of the Indian Famine Charitable Relief Fund as supplementary to Government relief have served a useful purpose; if so, in what way?

235. Can you describe briefly the nature and the extent of the relief granted from the Charity Fund in your province?

236. Can you give the number of persons relieved under each object in your province?

237. What form of relief under object I was the most popular and evoked the greatest gratitude?

238. What form of relief under object III did the greatest amount of good at the smallest cost to the Fund?

239. Do you think it was right to spend the bulk of the fund in helping broken-down agriculturists?

240. Do you think the expenditure of such a large portion of the fund under this head has, besides doing substantial good to the persons helped, resulted in great economic advantage to the country generally?

241. Can you state what is the approximate area sown with aid from the Charity Fund in your province?

As to Emigrants and Wanderers.

242. What arrangements were made for the relief of starving wanderers? Were the numbers of such wanderers so large as to attract attention? If so, to what causes was their presence due?

243. Would there have been so much wandering had more works been opened or village relief or relief centres more largely extended? Is it possible by any relief methods to prevent jungle people, or people with whom it is a custom to migrate at certain seasons of the year, from wandering?

244. Was the death-rate of the ^{province}_{district} sensibly affected by deaths among wanderers in poor-houses or on relief works?

245. Were the wanderers persons ordinarily residing within your ^{province}_{district} or were they from other ^{provinces}_{districts} or from Native States? If from other ^{provinces}_{districts} or from Native States, why were they attracted to your ^{province}_{district}?

246. Was any difference made in the treatment of wanderers from your own ^{province}_{district} and those coming from other ^{provinces}_{districts} or from Native States?

247. How do you think wanderers or emigrants from other ^{provinces}_{districts} or from Native States should be dealt with?

As to the mortality during the famine period.

248. What was the ratio of deaths per thousand of population in the famine-area of your ^{province}_{district} for the five-year period 1891-95 preceding the famine? What was this ratio during 1896 and 1897?

249. How far has the higher ratio in the latter two years been due directly to scarcity of food, or to the indirect effects of such scarcity?

250. If, in spite of the privations consequent on scarcity of food, there has been little or no increase in the ratio of mortality, do you attribute this result entirely to the success with which the distress has been met by relief measures?

251. In dry years, unaccompanied by scarcity, the health of the people, it is believed, is ordinarily very good and the mortality abnormally low? The year 1896 was an exceptionally dry year, and as a consequence the mortality would presumably, under ordinary circumstances, have been below the average; would it not seem reasonable to attribute to causes connected with scarcity not only all mortality in excess of the normal death-rate, but also the difference between the abnormally low death-rate of a year of light scanty rainfall and the normal death-rate of years of ordinary rainfall? Would not the compensating influence on the public health resulting from exceptional dryness of season tend to mask the full effects of scarcity of food?

252. On the other hand, an abnormally dry season often results in a short supply of potable water as well as to a concentration of impurities in such supply; do you attribute any part of the excessive mortality during the period of famine to this cause of unhealthiness? Do you think that cholera may have been originated or intensified by this cause?

253. Prevalence of bowel-complaints, dysentery and diarrhoea in communities leads to a suspicion that the food-supply is insufficient, or unwholesome or badly cooked. Did these diseases cause a high mortality in the famine area of your ^{province}_{district} and could their prevalence be ascribed to an insufficient or unwholesome dietary?

254. Do you consider the diet supplied to the different classes of relief-workers, to the poor-house inmates and to those fed at the kitchens, to have been sufficient to maintain the recipients in health? Would you, as a result of your own observations, suggest any alteration in the

scale of diet laid down in the Famine Code?

255. Can you state the number of deaths which were directly due to starvation in your ^{province}_{district} during the famine? Also the number of those who died indirectly from privation? Was the mortality greater amongst women than amongst men, and amongst children and the aged than amongst adults? Did parents frequently, under stress of want, neglect or abandon their children?

256. Of the deaths due to starvation, how many can you enumerate which could have been prevented by the timely intervention of the State? Explain, if you can, how in these cases the relief measures adopted by the State failed in saving life?

257. Were, in your opinion, the measures of State relief defective either in principle or in their working? Do you think the mortality amongst the people in receipt of State aid was to any extent due to insanitary conditions prevailing in the relief camps, poor-houses, and food kitchens, and can you make any proposals with the object of securing improved sanitary conditions in future famines? Was every practicable precaution taken to provide and protect against contamination pure water supplies for relief camps and poor-houses?

258. Was the staff of Medical Officers and Hospital Subordinates sufficient during the famine, and were they provided with an adequate supply of medicines and medical comforts for the use of the sick?

As to the pressure of population.

259. Has the population of your ^{province}_{district} increased since the taking of the Census of 1871? If so, will you state what this increase has been from 1871 up to the end of 1896, this latter being probably the latest year for which the complete figures are available?

260. Is there any evidence of a continuous increase in the birth-rate or decrease in the death-rate?

261. What has the average increase of population been per cent. per annum for each year included in the period mentioned?

262. Do you attribute this increase solely to the natural and unrestrained fecundity of the people, or are there other, and if so, what additional causes?

263. What effect on the growth of population in India would you assign to the enduring peace maintained within our borders, to the suppression of infanticide and widow-burning, to sanitary works and improvements, to the extension of vaccination, and to the strenuous endeavour to prevent the loss of a single life in periodically recurring famines?

264. Has the area under food-grains in your ^{province}_{district} increased *pari passu* with the increase of population? Or has the food-producing capacity of the ^{province}_{district} been increased by irrigation and improved methods of cultivation at a rate sufficient to meet the wants of the increasing population?

265. What importance do you assign to this growth of population in bringing about in ordinary years an increase in the price of food, and so rendering existence more difficult and precarious?

266. Have the wages of the labouring classes increased as rapidly as the prices of their food-stuffs?

267. Are increase of population and higher prices, unaccompanied by a corresponding rise in the wages of the working classes, indications of diminished stocks of food in the country? Would scarcity be likely to intensify more rapidly into actual famine under conditions of dearer food and a greater number of people earning low wages?

268. The immediate effects of irrigation works and improved methods of cultivation being assumed to increase the production of food for man and beast, what, in your opinion, would their more remote effects be? Would they in a population of great fecundity and exercising no restraint on such fecundity, tend to cause the people again to multiply

up to the limit beyond which the soil could not further support them?

269. How would you propose to obviate this tendency of the growth of population to press close upon the amount of food available for its support?

270. In England we know that the same problem has been solved by emigration to lands in need of population. Could the same solution be applied to India?

271. In England, unrestrained fecundity is confined mainly to the lower and more ignorant classes. The educated classes, with certain exceptions, exercise control and foresight with regard to the number of children they bring into the world. Is education, within a measurable period of time, likely to pervade the millions of India to such an extent as to lead them to practise similar control and prevision?

272. Irrigation, we assume, increases the productiveness of the soil; it is also acknowledged to be concerned in the generation of malaria in many extensive tracts of the country. Malaria, we have proof, lessens the fecundity of the people. Do these facts suggest to you the involuntary establishment of an equilibrium between the population, and the food production, of irrigated tracts? Would such equilibrium, brought about in the way which these facts suggest, be a result to be desired?

As to the ordinary food of the people.

273. In the tracts liable to famine in your ^{province} ~~district~~, which are the food-grains ordinarily used in their homes by well-to-do labourers and artisans? Please answer separately, if necessary, for town and country and for winter and summer.

274. How many meals do they eat in the day, and of what eatables and drinkables does each meal ordinarily consist?

275. If any of the ordinary food-grains happen to be unprocurable, what other grains do they sometimes substitute?

276. Of these occasional substitutes, which do the people consider most and which least palatable and digestible?

277. What do they say in objection to other grains which might probably be substituted, but which they practically never use?

278. What food-grains were used in poor-houses and kitchens, and at relief works under your observation during the recent famine?

279. How many meals a day did the people get in poor-houses and kitchens, and of what eatables and drinkables did each meal consist?

280. What sort of complaints were made as to the kind of food or plan of meals?

281. How does the diet given at famine relief poor-houses and kitchens compare with the authorized scale of prison diet?

As to Food-stocks and Prices.

282. Do you think the late high level of prices throughout India was on the whole natural and reasonable, being due to knowledge of the failure of harvests in certain tracts and of unusual lowness of stocks in other parts of India? Or do you think that in the country as a whole there was grain enough for all probable contingencies and that the high level was due either to unreasonable panic, or to wild speculation and holding up for high profits?

283. Do you think that the depreciation of the rupee in relation to gold which has been going on has any effect in the direction of making prices of food-grains jump up quicker and higher than formerly when crop failures occur? Has there been a permanent rise in the average price of food-grains in India within the last twenty years? Has the rise been greater in respect of some kinds of grain than of others?

283A. What was the difference in prices prevailing in distressed districts under your observation, and in prices in neighbouring districts where the crops had not failed to such extent as to make relief necessary?

284. Were the grain dealers of these distressed tracts and of the surrounding country as active in trading in grain as you would have expected from the high prices? If not, state what in your opinion were the reasons or obstacles which impeded their activity.

285. In the distressed districts under your observation, could the towns-people and villagers, who had money but no private stocks of their own, at all times buy their customary food-grains and condiments at the rates quoted in the nearest grain marts, or had they sometimes to pay much higher?

286. Were the people in receipt of relief in the shape of cash at works or in the village, always able to buy grain at the rates supposed to be current?

287. Were food-grains of the common kinds exported from distressed tracts under your observation while the high prices prevailed? If so, was this due to still higher prices elsewhere, or to want of capital for large purchases in distressed tracts or some other reason?

288. Were fortunes made in the grain trade during the high prices? If so, by what classes and by what sort of trade or speculation? Was it genuine buying to put on the market, or of the nature of time bargain, or speculation for a rise?

289. Were the grain pits or godowns of the grain dealers for the most part opened and largely depleted at the close of the

distress, or were many unopened and most but little depleted?

290. In distressed tracts under your observation had any of the cultivators and landowners what may be considered surplus private stocks of food-grain? If so, did they generally sell such surplus or hold up all they had from panic or other reasons?

291. While the high prices prevailed, did those cultivators, who had grain to sell to dealers, get prices as proportionately higher than usual as those the grain dealers were selling at?

292. Were the wholesale dealings between grain dealers at prices as near to retail prices as they usually are?

293. To what extent has the habit of storing food-grains in pits or other receptacles diminished among the grain dealers, landholders and cultivators of the tracts producing large crops of the common grains? What are the reasons for such diminution?

294. In such tracts have the railways and roads extended into them had the effect of stimulating the export of the annual surplus production to seaports and to rich districts where more valuable crops are produced? When crops fail and prices go up in such tracts, is private trade ready to import freely into them?

295. To what extent were proprietors of land, State ryots and under-tenants among the classes which asked for and got relief?

296. To what classes did the mass of persons relieved belong?

297. To what was the inability of the distressed people to buy grain at the high prices principally due? Did non-agricultural employment of labour fall off as much as agricultural employment?

298. Did wages of any class of labourers, artisans, or servants go up in any degree in consequence of the rise of prices? If not, why not?

299. Has competition of foreign goods or of goods produced by Indian Mills seriously reduced the purchasing power of any class of artisans or labourers in the tracts under your observation?

300. Can you compare recent with former famines, and say whether the different classes of people seemed this time to have more or less power of resisting destitution?

301. Do you observe any change in their attitude of reluctance to go to poor-houses or to relief works?

302. Did they sell jewelry, brass pots, and cattle, as much as formerly? Did fall in value of silver jewelry make them reluctant to sell it?

303. Do you think that prices could have been lowered in any tracts by any system of bounties or loans to importers without damage to ordinary private trade?

304. What merchants imported the bulk of the Burma rice? In ordinary years how much of it comes to India and at what price?

305. Outside India under the Viceroy what countries are there from which considerable stocks of food-grains suitable for Indian use could be got if wanted? If stocks of food-grains were unusually low in the Indian Empire and prices generally very high, would you favour import by Government of large quantities of grain from such countries to supply in whole or part its poor-houses and relief works? What would be the probable advantages and disadvantages of such a measure in your opinion?

Regarding the grain trade.*

306. How far and in what ways was the export by sea of the various food-grains affected by the famine and scarcity?
307. How far and in what ways was the export by sea of other commodities affected?
308. How far and in what ways was the import by sea—(1) of food-grains, (2) of other commodities, affected?
309. Is there any evidence that a permanent rise in the price of food-grains in India has taken place of late years?
310. If such a rise has occurred, do you think that it is in any way connected with the fall in the Indian exchange?
311. Is the export of food-grains from India in a series of years on such a scale as to materially affect the ability of the country to feed the population, or to materially reduce the reserve stocks held at a particular point of time in the country?
312. In ordinary years is the import of food-grains by sea, for consumption in the port-town and for distribution into the interior, large?
313. Is this trade in the hands of European or native firms?
314. What grains are chiefly imported and from what foreign ports?
315. When prices of food grains rose rapidly at the end of 1896, were the stocks of rice and other food-grains large in the port?
316. So far as the information went, were food stocks large in the interior of the country, or in any particular province? What was the general impression as to the extent to which these stocks would prove sufficient for the food-requirements of the country without importation from abroad, and would be placed on the market, or held up?
317. Did the high prices reached at the end of 1896 lead to much speculative dealings in grain?
318. Were these high prices maintained? Were they followed by an active import of grain from foreign ports?
319. Did the price of rice in Burma and of wheat and maize in Europe and America rise in consequence of apprehension of diminished food exports from, or of an anticipated demand on account of, andia?
320. Were shipments of grain made from American or European ports to India? If they were only on small scale, what was the cause?
321. Was there a sufficient margin at the end of 1896 between the prices of

* Note.—These questions are intended for witnesses put forward by the Chambers of Commerce; and for Experts specially invited by the Commission to give evidence.

wheat or maize in India and the prices of these grains in Europe and America to make import into India profitable?

322. If such a margin existed, but grain was not imported, what were the obstacles in the way of the establishment of the trade?

323. In ordinary years what quantity of rice does Burma export to India and other countries? Please give figures showing the distribution.

324. From November 1896 to October 1897 what quantity of Burma rice was imported into this port?

325. Were these imports mainly for despatch to the interior?

326. Were the firms on whose account these Burma imports were made, chiefly European or native firms?

327. Were these imports made on the order of up-country grain-dealers for Burma rice, or by Calcutta firms at their own risk in anticipation of the demand of up-country dealers?

328. Was any difficulty at first experienced in getting up-country grain-dealers to take Burma rice, and did stocks in consequence tend to accumulate and the price to fall in the port?

329. Was there always a profitable margin between rice prices in Burma and here to admit of continuous import here?

330. It has been stated that in the event of India requiring large imports of grain from America or Europe, European firms at the ports would find more difficulty in engaging in such import trade than in the case of the grain-export trade; that is to say, the reversal of the ordinary process of trade would be accompanied by special risks and difficulties. Is this so?

331. The largest export houses have, it is believed, many up-country agents in the interior who place contracts for purchase of grain for export with native grain-dealers. In the event of India requiring to import grain, could not contracts for sales of grain be placed with up-country dealers by the same agency?

332. Would the ordinary course of trade be for the European importing house to deal with the native firms in the port, and for those firms to place the grain in the up-country markets? Would the European houses import at their own risk, or only in fulfilment of contracts with native firms?

333. Within how many days could 20,000 or 30,000 tons of wheat or maize be landed in India from Europe or America after a contract had been placed in this port?

334. In that interval prices in India might have so fallen as to prevent the

importer from making the profit he had anticipated?

335. Is this contingency one of the causes which might prevent grain from being imported from distant countries to India, in spite of prices being so high for the time being in India as to hold out expectations of considerable profit?

336. Might there be a serious panic in the Indian grain markets, resulting in dealers refusing to sell or extremely high prices being asked, without its leading to imports from abroad being arranged for?

337. Do you think that the offer of a bounty on each ton imported, or the direct purchase by Government of grain for feeding the poor on relief works, would have eased the market? To what extent would any such measure have discouraged private trade?

338. What would have been the effect in the grain markets of foreign countries of intelligence that the Indian Government was purchasing, or encouraging the importation of grain? Was the want of activity in the grain import trade from America or Europe in any way due to the dearth of money in India in the winter of 1896-97, and to difficulty in obtaining accommodation? If so, could Government with advantage have stimulated import by loans or contracts?

339. The relief workers were paid a cash wage sufficient to enable them to buy a stated quantity of food, the wage varying week by week with the local grain-prices. If Indian food-prices throughout the famine were lower than the price at which grain could be laid down in India from Europe or America, might not importation by Government of food for some of the relief works have made those particular relief operations costlier than they have actually been?

340. Would this disadvantage have been compensated by a lowering of prices in India, owing to which other relief works would have been less costly, and the public would have been enabled to buy food at lower rates?

341. If we may suppose that prices would have fallen in consequence of the Government undertaking to import from abroad to feed the relief workers, would this have caused less rice from Burma to have been imported?

342. What reductions were made in railway rates on grain from the sea-board to the interior, and had such reductions an effect on trade?

343. Can you think of any possible combination of circumstances under which it would be advisable for the Indian Government to import foreign grain itself for

its relief purposes, or to stimulate such import by the trade by loans, contracts, or bounties?

344. Was there ever a time during the recent famine when Government might, in your opinion, have tried such measures with advantage?

345. Can you conceive of any case in which prohibition of exports would in your opinion be of advantage?

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A.S.

The current comes to
Public for information
presumably. The Res
fo. has been consid
already to the
officers named in
paras, among
whom are

- 1) members of the J.C.S.
- 2) The Army Corps
- 3) certain command
ment officers.

The order may
be considered to
the Surgeon General

CW

1.2.98

I wonder why Messrs
Shuphy, Spencer and
Mac Michael have been
removed from the J.P.S.

M.C.

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Presumably a
mistake in Rev. the fo will
issue.

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