Sectt. I (1)-I—10,006—7-10-70.

(1) Number of pages 42

(2) Date of repair 11-1-1973.

(3) Initials of the Referencer

# TAMIL NADU ARCHIVES

## GOVERNMENT OF TAMIL NADU

REVENUE DEPARTMENT

G.O. No. 1557-A Press
~~B.P. No.~~ Mis.

Dated 25-4-1877 ~~19~~.

*Not to be folded or roughly handled*

1557-A
1

*Proceedings of the Madras Government, Revenue Department,*
*25th April* 1877.

**Famine Relief.**

No. 636-A. Read the following letter from C. E. BERNARD, Esq., C.S.I., Secretary to Sir RICHARD TEMPLE, to J. H. GARSTIN, Esq., Additional Secretary to Government, Revenue Department, dated Bangalore, 4th April 1877, No. 170:—

By direction of Sir Richard Temple, I have the honor to forward copy of a Minute recorded by him on Dr. Townsend's report regarding the physical condition of relief laborers with reference to the reduced rate of wages. Dr. Townsend's report and annexure are also forwarded.

---

Minute by Sir RICHARD TEMPLE, dated Bangalore, 3rd April 1877.

When questions arose as to the sufficiency of the revised scale of relief wages in both the Madras and the Bombay Presidencies, the Government of India was pleased to depute, at my suggestion, Dr. Townsend, the Sanitary Commissioner, to visit the distressed districts and advise me whether the present rate of wages is sufficient to keep needy relief laborers in moderately good health. Dr. Townsend has now inspected more than 32,000 persons on relief-works, of whom 29,000 were in the Madras Presidency; and he has drawn up a report, stating his views and the grounds upon which he forms them.

2. I desire to lay this report of Dr. Townsend's before the Government of Madras. It will be seen that Dr. Townsend's experience and his knowledge leads him to lay little stress on the physiological argument that the reduced wage does not furnish the relief laborers with a sufficiency of certain elements of food. He prefers to decide the question,—so far as decision is now possible,—by investigating the physical condition of a large number of laborers of both sexes and all ages, who have been subsisting on the reduced wage for periods ranging from three to five weeks. His report and its annexure show that he found the relief gangs which he inspected to consist, in the main, of men, women, and children who were in good health and in moderately good condition. In nearly every large body of laborers he found some persons whose condition was below par. But in most of these cases he found that the sufferers' condition was referrible to other causes than inadequacy of wages. Either the person had come very recently on the works; in some cases he or she was supporting others from the subsistence wage intended for one person's support only; or the person had recently suffered from fever or guinea-worm. In some gangs a very few cases remained of persons whose reduced physical condition was not due to any of these causes. But Dr. Townsend considers that the number of such exceptional cases was hardly greater than that which would be found among ordinary work-people in ordinary years. Though Dr. Townsend has no special knowledge of the Southern India races, he has a very extensive knowledge of all classes of the people in other parts of India.

3. I am able to say that Dr. Townsend's views on this important matter coincide with mine, which have been formed after inspecting nearly 200,000 people under relief in Southern India. And my impression is, that the majority of the civil officers, the relief officers, and the engineering officers employed in supervising relief operations in the Madras Presidency hold the same views. Yet these officers are in no way wanting in thoughtful consideration for the people, or in energetic care in watching their condition. Of the senior civil officers, Mr. Price, the Collector of Cuddapah, is the only one who has, to my knowledge, reported an opinion that the reduced relief wage is generally inadequate. But that view is not borne out by Dr. Townsend's inspection of some gangs at or near Cuddapah. And from my own knowledge of the relief gangs in that district, I should not be disposed to concur with the Collector.

4. Every relief officer must occasionally, as Dr. Townsend did, and as I have often done, come upon cases of relief laborers who are really reduced, and who require special treatment. But I see no reason for thinking that such exceptional cases require or warrant a general enhancement of the wage-rate.

5. The orders of the Madras Government dated the 14th March, which were passed by them after conferring with me, and in which I fully concur, direct that relief officers shall treat specially all cases of relief laborers, who from any cause have fallen into a reduced condition of body. So far as my inquiries have gone, very few officers have found cause to avail themselves of this discretion. But the humane instructions of the Government in this matter ought to be acted upon wherever necessity arises; and if they are so acted upon, then I am confident that if the full wage* reaches the laborer punctually and not less than three times a week, then the present scale will suffice to keep in health relief laborers who do only a very moderate daily task.

* Note.—That is to say,—
10½ annas for a man,
8¼ ,, for a woman,
5½ ,, working child,
1¾ ,, infant unable to work
per week, when food is not dearer than 8 seers (16 lbs.) per rupee.

6. I would, therefore, recommend the adoption of the opinion of the Sanitary Commissioner, Dr. Townsend, to the effect that there are not as yet any sufficient grounds whatever for any general raising of the wage-rates in the Madras Presidency.

7. And I would again represent, in the most earnest terms, that, if unhappily some poor wanderers fall in a dangerously reduced condition and die, as has been the case in the relief-camps near Madras, then such sad occurrences can be prevented, and should be prevented, not by any general raising of relief wages, but by increased care and watchfulness in conducting house-to-house inspection and in all the villages throughout the interior of the country, and in searching out all cases of poor creatures who wander away in search of charity, and who never go upon the relief-works at all.

RICHARD TEMPLE.

---

*Report by Surgeon-Major S. C. TOWNSEND, Officiating Sanitary Commissioner with the Government of India, on the Condition of the Famine Relief Laborers in the Madras Presidency.*

I was directed by the Government of India to proceed to Sholapore and put myself in communication with Sir Richard Temple under the following circumstances.

2. The Government of India, in letter from the Additional Secretary in the Department of Revenue, Agriculture, and Commerce, to Sir Richard Temple, No. 45, dated 16th January last, had laid down as the principle on which relief in the famine-affected districts of Bombay and Madras should be conducted that, while every effort should be made, so far as the resources of the State admit, for the preservation of deaths from famine, it is essential that the most severe economy should be practised, and, moreover, that apart from financial considerations, it would not be just on the part of Government to attempt the task of preventing all suffering and giving general relief to the poorer classes of the community; that indiscriminate charity on the part of Government would not only inevitably lead to the imposition of heavy and permanent burden on the industry of the country, but would also tend to demoralise the people themselves.

3. In order to carry out the principle thus laid down, relief-works were established of two kinds, one under the Public Works Department on which task-work could be exacted and on which a full wage for a full task could be obtained by those who were able and willing to work; the other, works under the civil administration established solely with a view of affording relief to persons who might be incapable of performing full task-work, or who, in ordinary times, would not undertake out-of-door labor. These civil relief-works have, for the most part, been established near the centres of population and conveniently near the homes of the people that would come on them. But while the civil works form a very necessary part of the measures of famine relief, they are attended with the danger of creating difficulties in the labor-market by withdrawing number of laborers from the usual occupation and also of inducing a large influx of persons of both sexes, who are not really in need of relief. In order to obviate this danger, it was necessary to fix the rate of wage as low as possible and to make it no more than is sufficient to maintain the applicants for relief in fair physical condition under the light amount of labor exacted for them.



4. Up to the middle of January the rate of wage in the Ceded Districts of the Madras Presidency was two annas per diem for a male adult and proportionately less for women and children. This rate was fixed on the supposition that it would purchase 1½ pound of grain per diem,—a quantity which was deemed essential for a man while at work. But it seemed to Sir Richard Temple that this rate of wage was too high, and that it had the effect of inducing numbers to come on the works who were not really in want, and withdrawing many from their usual occupations which were still open to them. He accordingly recommended, in his Minute of the 19th January, that the rate of wage given on civil relief-works should be reduced from two annas to 1⅛ for an adult, which, at the prevailing prices, would purchase a pound of grain and leave a margin for condiments, vegetable, and the like. This recommendation was, in effect, adopted and a reduced rate of wages ordered in the Madras Government Order, No. 329, dated 31st January 1877.

5. The reduced rate was fixed so long as grain could be bought at 16 lbs. per rupee, at 1½ anna for adults, 1¼ anna for women, 9 pies or ¾ of an anna for children above 7 years of age. This rate appears to have been brought into force generally on the relief-works from the 15th to the 20th February. The practice is not uniform on all works with respect to payment for Sunday. On most of the works it is given; in some, as at Adoni and Cuddapah, it is not.

6. About the same time the allowance of 3 pies or ¼ of an anna to children too young for labor was sanctioned,—a measure which practically nullified the reduction in the case of married people with 3 or more children which they had been obliged to feed on the former rate of 2 annas.

7. In a letter to the Secretary to the Government of Madras, No. 115, dated the 13th February, Dr. Cornish, the Sanitary Commissioner for Madras, objected to the reduced scale of diet recommended by Sir. Richard Temple, that it was not sufficient to maintain laboring persons in health, and that its adoption was fraught with great danger to the health of the people. Dr. Cornish's objection to the scale was founded chiefly on physiological grounds, that a pound of any of the grains used by the people did not contain the nitrogenous elements of food in sufficient quantity to supply the waste of the muscular and other tissues under labor. As Dr. Cornish's argument on this point seemed to Sir Richard Temple open to question, and as the conclusion arrived at, if acted upon, would involve a large increase of expenditure on famine relief. Sir Richard Temple deemed it advisable to ask for another opinion on the subject, and on the 16th March I was directed to proceed to Sholapore and join Sir Richard Temple.

8. The point in question cannot, in my opinion, be decided on physiological grounds. It is true that some years ago the doctrine on the subject was, that muscular exertion entailed waste of muscular tissue, and that in order to compensate this waste food containing nitrogenous principles must be supplied in proportion to the labor undergone, but later investigations have, I believe, tended greatly to modify this teaching, and certainly at the present time there is no theory on the subject so generally accepted or founded on data so incontrovertible that an economic question involving the expenditure of large sums of public money can be decided by it.

9. The question of the sufficiency or otherwise of any scale of diet can only be decided by observation of its effects on individuals and on masses of people, and observations of this kind in a time of scarcity like the present, if conducted impartially and without bias towards theories, cannot fail to contribute facts bearing on the question of the quantity of food of different kinds, that is necessary to the support of the human system under certain conditions which would be of great value, from a scientific point of view, as well as for guidance in the conduct of measures of relief in future times. Observations of this kind, however, are beset with certain difficulties and sources of error, which have to be guarded against. Accurate information is wanting regarding the state of the people when they first came on the relief-work, and again, of their state when the rate of wages was reduced. Moreover, a knowledge of the aspect and condition of the poorer classes in ordinary times is requisite to enable me to form a just estimate of the effect that the prevailing scarcity may have had on them. I have no knowledge of the population of this Presidency, but considerable experience in other provinces leads me to believe that at all times signs of mal-nutrition

are more or less visible among the poorer classes of the populations of India. A loose and shrivelled skin, a pale and anæmic aspect and emaciation will certainly follow privation and insufficient food; but the same appearances may arise from defective nutrition resulting from constitutional debility or disease. Again, when famine presses hard on the population, diminutive and emaciated infants become numerous and form one of the most painful evidences of the prevailing distress, but in the best of times, if any large portion of the poorer classes were subject to inspection, the number of these distressing objects would be considerable. Our statistics show that the rate of mortality of infants among the populations of this country is as high, or even higher, than in the manufacturing districts of England, and it is more than probable that the number of women who are unable to nourish their infants is as numerous here as in other countries, while it is true the habit of the mothers to supplement their own defective supply by other food. In short, the scale of living among the population of this country is at all times low. Diseases resulting from mal-nutrition are common, and the rate of mortality compared with that of other countries is very high; therefore, when inspecting masses of people collected from the poorer classes with the view of estimating the effects of abnormal scarcity among them, a very large allowance must be made for what may be called permanent poverty and which it is beyond the power of Government to remove.

10. The want of accurate information as to the extent to which the people on the relief-works possess sources of support, other than the daily wage given them, is another obstacle in the way of forming a correct estimate of the sufficiency or otherwise of that wage to maintain them in fair condition. Where the gangs are encamped on works away from their houses and where the men are equal to or out-number the women, it is probable that the majority are dependent solely on the wages they earn, but when the works are near, the larger towns and the gangs are composed to a very large extent of women and children, it may be assumed that the men are earning wages in some form elsewhere, and that the earnings of the women and children are simply accessory to the ordinary means of support. On the other hand, inquiry will often elicit the fact that individuals on the works are supporting with their earnings a child or relation at home besides themselves.

11. But, notwithstanding these difficulties, it is possible by careful scrutiny of large gangs of people in different localities, combined with information derived on the spot from the officers who have superintended the relief measures from the commencement, and have watched the condition of the people, to arrive at a fair estimate of the extent to which the people have suffered and are suffering, from the prevailing scarcity of labor and dearness of food, and how far the measures adopted for their relief have proved successful.

12. The appended notes give the details concerning the several gangs that I have inspected in the course of my tour. I will here only direct attention to the points more particularly bearing on the question of the sufficiency of the reduced rate of wage. The first bodies of relief laborers that I inspected were at Sholapore in the Bombay Presidency. Here there were two bodies of laborers, a large body of upwards of 3,000 employed under the Public Works Department and performing about half the task ordinarily exacted from able-bodied laborers. The men were receiving 1¾ anna, the women 1¼, and the children ¾ of an anna. Here there was no question as to the sufficiency of food. Men, women, and children appeaerd in good condition, and there was no doubt on the part of the officers superintending the work that the wage was quite sufficient for the support of the laborers in health.

13. The other body of laborers was employed under the civil authorities and numbered about 300. A large proportion of them was above middle age, and they had come on the works in January in an enfeebled state. Some of these people had improved since they came on the works, but, as a body, they were much lower in condition than the gangs under the Public Works Department. The wage given was in both instances the same, with the exception that the men employed on the civil works received only 1¼ anna instead of 1¾; in neither case was payment



chiefly to the circumstance that they had become more reduced before coming on the work. The average age of the adults was greater, and it is probable that at the best of times they were below the average in physique.

14. At Adoni I inspected nearly 13,000 relief laborers, the greater majority of whom had been on the reduced rate of wage for above a month. The task-work performed was very light; not more than one-tenth of the task exacted from a cooly in ordinary times. The largest gang employed on the Yemmoganur road was composed chiefly of inhabitants of the town of Adoni; the other gangs contained chiefly people belonging to the agricultural population. As a rule, all these people were in fair condition and, in the opinion of the relief officer, they had not deteriorated since the reduced rate of wage had been in force. There were, of course, exceptions, and weakly and feeble people were here and there picked out; but these exceptions consisted of persons who had never been in good health and condition, as it was found on inquiry that the individuals shared their wages with a child or other relative.

15. At Bellary I inspected upwards of 10,000 relief laborers. At the Hiliyal road, where a large body of 7,500 were employed, the men considerably out-numbered the women. Task was exacted, and if the task was not complete, less wage was given; and the great majority were receiving less than the reduced rate. There was, however, no sickness among them. The number whose appearance called for inquiry was very small, and the impoverished appearance of the individuals lighted on was usually accounted for in much the same way as at Adoni. The relief officer stated that these gangs had improved greatly in appearance since the works were established, and they had certainly not fallen off since the reduced rate of wage had come into force.

16. In Cuddapah I inspected two bodies of laborers. One numbering 950, employed close to the town and station, consisted chiefly of the inhabitants of the town and the women greatly out-number the men and the several of these women were the wives of syces and other servants of Europeans. The daily task exacted was light, and was commonly completed. In my opinion, these people were in appearance little, if at all, below the standard of health common in the town populations of this country. Some were no doubt thin and anæmic, but the number was small and the majority of these cases the individuals had only lately come on the works or had been suffering from fever. The other gang, 800 strong, that I inspected in Cuddapah, was composed chiefly of the agricultural population belonging to the surrounding villages. Here also the women generally out-number the men who were said to find work elsewhere. The general appearance of these people was very good. A very large number of the men and women were as stout and healthy-looking as they could be in the best of times, here and there, thin and weakly persons were observed; but on inquiry it did not appear that their weak condition was attributable to want of food. The relief officer stated that when the people received the higher rate of wages, they did not spend more in food than they do now, but saved the difference, and they have not deteriorated in condition since the wages was reduced.

17. At Vellore, North Arcot District, I inspected altogether about 3,000 people—1,120 employed and 400 applicants for employment in the construction of an embankment on the Palar river, may be considered as samples of the population who have not hitherto been on relief, for those employed had been collected, some for about a fortnight, others for not more than a few days. The proportion of the men employed here was small, being only 7 men to 28 women and children—and a very large proportion of the men were old or elderly. The task exacted here is 75 per cent. of the ordinary Public Works Department rates, and the people are paid at the following rates:—

| | Rs. | A. | P. |
|---|---|---|---|
| Men ... ... ... ... ... | 0 | 1 | 11 |
| Women ... ... ... ... ... | 0 | 1 | 5 |
| Children ... ... ... ... ... | 0 | 1 | 0 |

This is higher than the reduced rate given in other districts, and seven days' payment is given for six days' work. The elderly men were most of them of spare habit, but they were fairly muscular and their appearance healthy. The young men were, for the most part, robust and in

good condition. At the Sooriaghunta tank 1,600 people are employed, and here the proportion of men is very small, being only 3 to 35 women and children. This small proportion of men on the works is attributable to the circumstance that in this part of the country agricultural operations and other means of employment are not suspended to the same extent as in the Ceded Districts, and that the able-bodied men are, for the most part, employed in the occupations that engages them in ordinary seasons; but at the present prices of food their earnings do not suffice to maintain their families, and women who in ordinary times would not undertake cooly labor, are on this account induced to come and earn additional means of subsistence on works which are conveniently near their homes. The gangs at the Sooria tank were first formed on the 24th November. From the 19th February to the 25th March they were on the reduced rate, but it has now been again raised to the same rate as on the Palar embankment, because the people did heavier tasks. As a body, these people were in fair condition, and, so far as I am able to ascertain, did not deteriorate or show signs of weakness during the 5 or 6 weeks that they were on the reduced rate of wages.

18. At the Vellore relief-house 700 people who are incapable of work are fed. The proportion of men and women is about equal. Each adult male receives daily 1 lb. of dry rice, cooked; 10 ozs. of this is given at 10 o'clock and the remainder in the evening. To the evening meal is added ½ oz. of dholl, mixed with vegeeable and condiments in the form of curry. In many of these people the effects of famine are very evident, particularly among a number of people who had come in from the Kalastri Zemindari; but they are improving on the food now given them.

19. Taking the evidence that has come before me in the course of my tour, I can arrive at no other conclusion than that the rate to which the wage of the relief laborer was reduced on the recommendation of Sir Richard Temple is sufficient to support them in fair condition, provided that care is taken that the individual recipient is the only person who is supported on it. And I see no reason why the wage should be raised, unless an equivalent amount of work is performed.

BANGALORE,
3rd April 1877.

S. C. TOWNSEND,
*Offg. Sanitary Commissioner, with the Government of India.*

---

Notes by Dr. TOWNSEND, Officiating Sanitary Commissioner with the Government of India, deputed at the request of Sir Richard Temple to investigate and ascertain whether the scale of wages now given to the people employed on the several famine relief-works is sufficient to support them in fair health.

(*Bombay*) *Sholapore, March 20th.*—Inspected a large body of people, about 3,000, including women and children, employed under the Public Works Department, in excavating a large tank.

(Moti Bagh.)

The men are employed on task-work, the daily task being 54 cubic, or about half the ordinary task for an able-bodied cooly: for this he receives one anna and nine pies. The women and children employed to remove the earth excavated receive 1¼ and ¾ of an anna respectively. No work is done and no pay given on Sundays.

Men, women, and children are in good condition. They exhibit no signs of being under-fed and there is no sickness among them attributable to insufficient food. I inspected the camps and many of the people were preparing their evening meal: some had jowari, many, wheat of a rather inferior quality, some, Indian corn and jowari mixed; others, bajra and toor. Salt, chillies, onions were in common use. The young children were in very good case.

*March 21st.*—This morning rode out with Mr. Percival, the Collector, to visit a gang of laborers employed under the civil authorities in excavating a tank about 3 miles from Sholapore. These were a much poorer lot than the gangs employed on the Moti Bagh tank. A very large portion of them were old and infirm, or in some way incapacitated for hard labor. Task-work is not exacted, and they accomplish very little in the day. The number employed here was about



300. The men receive 1½ anna, the woman 1¼ anna, and the children 7 to 9 pies. The bigger lads are reckoned as women. Children, too young to work, receive 3 pies each.

The greater number of these people had been on the work at the above rate of wages since the middle of January. Their condition varied considerably. Many were stout and in good condition; others were thin and weakly. The majority of the latter were old and infirm, but there were a few among the lads and young women who were undoubtedly suffering from the effects of insufficient nourishment. These cases, however, had come on the relief-work very feeble and emaciated, and they had improved since. The young children were in very good condition and looked to be well cared for. On the way back we inspected the charitable relief-house, where about 200 people, old and infirm, or from other causes incapable of work of any kind, are relieved. All were fit recipients of relief.

*Adoni, Madras, March 26th.*—Inspected with Mr. Oldham and Captain Hamilton.

1. Inefficient gangs established ten days and composed of persons who had previously been in receipt of charitable relief at the relief-house and of old and weakly persons draughted from other gangs. The number including women and children was 253. They were employed on light work forming platforms for the sheds constructed near the railway station for storing grain.

Ration given to—

| | RS. | A. | P. |
|---|---|---|---|
| Men ... ... ... ... ... ... | 0 | 1 | 6 |
| Women ... ... ... ... ... ... | 0 | 1 | 3 |
| Children on works ... ... ... ... | 0 | 0 | 9 |
| Young children ... ... ... ... | 0 | 0 | 3 |

Only the inefficient gangs receive pay or relief on Sundays.

Many old people were thin and shrivelled by reason of age. Only two old women looked weakly. There were no symptoms attributable to insufficient food. The children, as a body, were in very good case. Two infants were thin and miserable-looking; had been suffering from fever.

2. A body of people numbering nearly 700 wanting work. These were mostly people who had been employed on relief-works, but who had been discharged in consequence of their refusal to shift to works not more than ten miles distant. The condition of the people was generally good, especially the women and children. The people who looked in worst condition were a few who had not been on any relief-work at all.

3. A gang of 507 work-people. These people have been on work for some months altogether, and for one month on the reduced scale above given. As a body, they appear to be in good condition. No sickness among them with the exception of small-pox among the children. A few that we picked out as looking rather weakly had been only a few days on the works. One man had been feeding two children who were not in receipt of relief. Practically task-work is not exacted.

500 cubic feet of earth-work is assigned to 50 men which is half the ordinary task, but on measurement it is found that they execute only ⅓ of the task assigned.

4. Gangs from Sirgoopah road, 1,208 in number, exclusive of very young children. The condition of the women here was not so decidedly good as in the gangs close to Adoni. There was, however, nothing, in their appearance to afford ground for fear that they were not now receiving sufficient nourishment. The condition of the men and the children, on the other hand, was very good. In some few cases men whom we lighted on as looking weakly were found on inquiry to be sharing their ration with a wife or child at home.

5. A gang of applicants for labor, 139 in number, who had struck work on being selected for transfer to a short distance, twenty days ago. All in very fair condition. In a similar gang belonging to the Aloor Taluq, 220 in number, a few persons exhibited signs of having been insufficiently fed.

6. Gang of Madaveram, 3,100 inclusive of 400 young children. As a body, men, women, and children in good condition. Here and there where a weakly-looking individual was lighted on it was found that he or she was suffering from fever or sharing his ration with a relation not on the works.

7. *Yemmigenur Road.*—Gang 7,000 strong, including women and children. The greater number of these people are inhabitants of Adoni and come out daily to the work, a distance of 4 or 5 miles. The total population of Adoni is stated to be 25,000. As a body, men, women, and children are in good condition. The young men and women, with few exceptions, were plump and well nourished. The exceptions consisted of persons who at no time are in good health and condition; one youth for instance was consumptive; another had the scars of old ulcers in the thigh, and was lame from this cause; a third had a withered hand. Among the older people many exhibited that shrivelled condition of skin which is common among elderly natives of this climate at all times; but in other respects they were in good condition and looked healthy. In cases exhibiting weakness and want of nourishment, the same explanation was given as in the gangs previously inspected. Either the individuals had been suffering from fever, or a child or other relation was sharing their means of subsistence with them. This was particularly the case with some of the women, for the allowance of 3 pies to each young child had not been distributed to the full extent intended by Government. The Adoni relief officers are now remedying this shortcoming.

*Bellary, March 27th.*—Gooty road. Gang assembled on the 5th mile. The whole number employed from the 5th to the 10th mile amounts to upwards of 7,000, but the order to bring them together for inspection did not reach the relief officer sufficiently early, and not more than half were collected for inspection. The wages here given are the same as at Adoni. As a body, the people were in good condition, and a large number of the men who were stout and able-bodied were selected as fit for transfer to the Nellore irrigation works. Others for the earth-work of the line of railway to be constructed from Bellary to Dharwar. Of those selected for transfer to Nellore about 50 per cent. consented to go.

*Bellary, March 28th.*—Hirijal road. 6th to 8th mile stone from Bellary. Gangs numbering altogether 7,000 have been established three or four months. The employment consists in breaking and stacking metal and in excavating gravel. Task-work is exacted at the rate of 6 cubic yards from each gang consisting of 25 men, 20 women, and 5 children; and for this task the payment is 1½ anna, men, 1¼ anna women, and 9 pies children; but very few gangs not amounting to 500 people altogether complete this task in a day and draw the full wage. The great bulk receive only 1¼ anna men, 1 anna women, and 7 pies children. The young children are allowed 3 pies each.

| | |
|---|---|
| Men. ... ... ... ... ... ... ... ... | 3,750 |
| Women. ... ... ... ... ... ... ... ... | 3,000 |
| Children above 7 years. ... ... ... ... | 600 |
| Children under 7 years. ... ... ... ... | 600 |

Rice is the food chiefly consumed by these people. Cholum is procurable in the shops where they purchase their food, but they buy rice in preference. The bazaar-price of rice is 8 seers per rupee. Mr. Smith, the Relief Officer, showed great knowledge of the people under him, and was able to give the history of a great number that we had reason to inquire about. As a body, these people are in very good condition. In walking down the long line the number whose appearance called for inquiry was very small, and in all, or nearly all cases, the impoverished appearance of the individual lighted on was accounted for.

(1st.) A thin child through an oversight had not been registered in the list of those receiving the 3-pie allowance.

(2nd.) A very thin famished women had only joined the work from a distant village two days previously.

(3rd.) Another woman who gave the same explanation.

(4th.) Two brothers who had been on the work less than a week.

(5th.) An oldish man who had been on the work about a fortnight, and though thin had improved since he joined.

Mr. Smith, the Relief Officer, states that as a body these people have improved greatly in appearance since the works were established, and they have certainly not fallen off since the



reduced rate of wage came into force. If on first arrival any of them are in a very bad state, they are first fed on cooked food for some days, but as soon as they are at all able they were allowed to wander on the works though without doing much, and they seemed to improve better on this plan than when kept altogether in the relief hospital. In some few cases the infants at the breast showed signs of being insufficiently nourished, but it was by no means the rule in their cases that the mother was in bad condition. At all times, in a certain number of cases, woman will be unable to sufficiently nourish their infants.

*Cuddapah, March 29th.*—Inspected some gangs of laborers employed in excavation of a tank close to the town of Cuddapah. Dr. Cornish, Sanitary Commissioner for Madras, was kind enough to accompany me. They mustered 950 in all, arranged in gangs of fifty consisting of twenty men and thirty women and children. The number of children was small; the women greatly out-numbered the men; the people were chiefly the residents of the town and of villages within two miles, and the Civil Surgeon Mr Hyaswamy stated that a very large number of the women were the wives of syces and other servants of Europeans. The wages given are, men 1 anna 5 pies, children above 7, 8½ pies, women 1 anna 2 pies, children under 7, 3 pies. Payment is made on Sunday for six days. The daily task-work nominally exacted is twenty-four cubic yards of earth-work for a gang of fifty. This task, which is very light, was commonly completed, but even if it were not the wage above-mentioned was generally given.

In my opinion, these people were in appearance little, if at all, below the standard of health common in native populations. Some were no doubt thin and anæmic, but the proportion in this condition was not great. In many instances, individuals that struck us as being more enfeebled than others were found on inquiry to have been on the works a very short time. One of them had been on a fortnight, another came on only yesterday. A very thin, weakly-looking woman had come on the works three days ago, another a Brinjara, had been on only four days. A thin elderly man who looked weak was suffering from fever. One man, thin and anæmic, had been on the works from the commencement, but on either side of him there was a very stout strong man who had also been on the works for months.

I also inspected at Cuddapah a relief camp whereat persons coming in from the districts in a weak and enfeebled condition are supported until they become fit for work, when they are transferred to the works. The food here given is cholum and ragi mixed. Two meals are given daily at 10 and 5; each meal consisting of 12½ozs. of the above grain with condiments for an adult male; women children receive less. The greater number of these people were old and unequal to labor of any kind. It appeared that many of them were kept at the camp against their will, they would prefer being at large picking up what they could by begging. No betel-nut being given was one reason why they disliked being detained in the camp.

Some of the people supported in idleness at the camp would, I think, have been more suitably provided for at the works. There was one woman, for instance, in very good condition with four children in equally good case; also a stout strong man with his family: the reason given for their being kept at the camp being that there was no one to look after the children, while the parents were at work.

*Cuddapah District, March 30th.*—Booja road, 3 miles from Cuddapah. Inspected with Mr. MacCartie 800 people divided into 16 gangs, each composed of 20 men, 25 women, and 5 children. The women generally out-number the men who find other work. The people all belong to the surrounding villages. They are employed in digging and stacking gravel. The daily task assigned is 18 cubic yards for each gang—a more severe task than is imposed upon the laborers at the tank inspected yesterday. It is, however, exacted without difficulty. The rate of wages is the same as the other gangs in the district. The laborers are paid once a week on Sunday for the six days. A considerable proportion of the people in these gangs, as well as in those inspected yesterday, belong to castes who eat meat. The Wudars kill and eat sheep and pigs but not bullocks. The pariahs eat carrion or the flesh of bullocks and other animals that have died. The shepherds eat the flesh of sheep and goats that die.

The general appearance of the people composing these gangs was good. A very large number of the men and women were as stout and healthy-looking as they could be in the best of times. Here and there thin persons in weakly condition were observable, but their history did not prove their condition to be attributable to want of food.

Gang No. 1. 2 thin men, but not unhealthy-looking.
No. 2. 1 spare weakly-looking man, states that he has been so for years.
No. 3. 2 thin feeble men, state that they have always been so. One sickly child has had fever.
No. 4. All in good condition
No. 5. One feeble-looking man states that he has always been so.
No. 6. The same.
Nos. 7, 8, 9. All in good condition.
No. 10. An emaciated boy has been on the works a fortnight, and has improved since he joined.
No. 11. A thin weedy lad always so.
No. 12. All in good condition.
No. 13. A feeble man, has a large spleen ; is better now than he has been for a long time—another sickly looking man has lately suffered from fever.
Nos. 14, 15, 16. All in good condition.

These gangs have been established from November last.

Mr. Quinlass, the relief officer, says that when the people received the higher rate of wages they did not spend more in food than they do now, but saved the difference. They have not deteriorated in condition since the wage has been reduced. About 15 men who had been sent to Nellore returned again to these gangs. They said the place did not agree with them ; that the water was bad gave them dysentery. The task-work at Nellore appears to be harder and the maistries more severe upon people transferred from other works.

There were 26 applicants for work. Only one man among them, and he was a ryot, who had lost all his cattle and having no other source of maintenance came on the works. He was a strong healthy man. The rest, all women and children, were in good condition.

*Vellore, March 31st.*—1. Relief gangs employed in constructing an embankment along the Palar River. 1,120 people divided into eight gangs of 32 in the population of 7 men, 16 women and 12 children. Some of these gangs were formed on the 15th of March, others on the 21st to 23rd, and some as late as the 29th.

These people are employed on task-work, the task being 75 per cent. of the ordinary Public Works rates, and they are paid at the following rate :—

| | RS. | A. | P. |
|---|---|---|---|
| Men ... ... ... .. ... | 0 | 1 | 11 |
| Women ... ... ... ... ... | 0 | 1 | 5 |
| Children ... ... ... ... .. | 0 | 1 | 0 |

No allowance is given to young children.

Payment is made once a-week, seven days' pay is given for six days' work. A very large proportion of the men employed were old or elderly, and many of them were of spare habits as is very commonly the case with the natives above the middle age, but they were fairly muscular and their appearance healthy. The younger men were, for the most part, robust and in good condition. The same may be said of the women. Many of the older women were thin and spare and some of them weakly-looking, but the younger women were, for the most part, plump and in good condition. The children on the whole had the appearance of being well nourished.

There were present about 400 applicants for employment on these works, chiefly women and children belonging to the town. Of late, too, a large proportion of Mussalman women have come on the works, and this is considered a sign that the distress is spreading to classes that have not been hitherto touched by it. The general appearance of the new applicants, however, did not indicate that they have been insufficiently fed.



2. Gangs of coolies, chiefly women, employed in fencing the relief camp. These gangs had been established about six weeks, and had been on the reduced rate of—

| | RS. | A. | P. |
|---|---|---|---|
| For men ... ... ... ... | 0 | 1 | 5 |
| For women ... ... ... ... | 0 | 1 | 0 |
| For children ... ... ... ... | 9 | 0 | 9 |

They appeared to me to be in very fair condition, and there was no sickness among them.

3. Relief Camp Hospital, 41 patients chiefly old people, suffering from diarrhœa and dysentery, and it is probable that the per-centage of mortality among them will be high. There are about 700 people fed in the relief camps. The proportion of men, women, and children being about equal. In many of them the effects of famine are very evident particularly among a number of people who had come from the Kalastri Zemindari, but they are now improving.

Each adult male receives daily 1 lb. of dry rice cooked ; 10 oz. of this is given about 10 o'clock ; and the remainder in the evening. To the evening meal is added ½ an ounce of dholl mixed with vegetable and condiments in the form of curry.

*Sooria ghunta Tank.*—1,600 people employed in excavation work divided into gangs consisting of 3 men, and 35 women, and children. The gangs were first formed on the 24th November and from the 19th February up to the 25th March were on the reduced rate of wages, viz., men 1 anna 5 pies, women 1 anna 2 pies. No allowances was given for children too young for work. No work is done on Sunday, but the people receive pay for that day.

As a body, these people were in fair condition, and so far as I was able to ascertain, they did not deteriorate or show signs of weakness during the five or six weeks that they were on the reduced rate of wages.

The small proportion of men on these works is attributable to the circumstance that in this part of the country agricultural operations and other means of employments are not suspended to the same extent as in the Ceded Districts, and the able-bodied men are, for the most part, employed in their usual occupations, but at the present price of food their earnings are not sufficient to maintain their families, and women who, in ordinary times, would not undertake cooly labor are on this account induced to come on works which are conveniently near their homes and earn additional means of subsistence.

S. C. TOWNSEND,
*Officiating Sanitary Commissioner, with Government of India.*

BANGALORE,
*3rd April* 1877.

---

No. 636-B. ORDER THEREON, 25th April 1877, No. 1,557-A.

Miscellaneous. RECORDED.

(True Extract.)

*Additional Secretary to Government.*

Exd. F. R. Bantleman.

No. 1 / 1557-A / 1

From C. S. Bernard Esq.

Dated April 4th 1877.

FOR ORDERS.

I am directed by the Lieutenant-Governor to solicit the honour of Sir Richard Temple's orders on Sir Richard Temple's minute forwarding Dr. Townsend's report.

We are not required to express any opinion on the subject but I should say nothing that advances our own judgement.

Sir R. Temple in para 6 of his minute recommends that Dr. Townsend's opinion are not taken as yet any sufficient grounds whatever for any general raising of the wage rate in Madras Presidency be adopted.

(1) Orders are requested on the reply to be made to this suggestion.

(2) I do suggest that Dr. T's report be submitted to the criticisms of the Surgeon General of the Madras Indian Medical Service

Govt. of [illegible] (1877) [illegible].

REVENUE.

Dated April 25th.

Read:—

G.O., 25th April 1877, No. 1,557-A.

Enclosure:—

Nos. 636-A—636-B.

FAMINE RELIEF, No. 1,026-A.

*Physical Condition of relief Labourers* with reference to *the reduced Rate of Wages.*—Recording letter from Mr. Bernard forwarding copy of Sir Richard Temple's Minute on Dr. Townsend's Report on—,

FOR ORDERS.

1567-A
9

No. 170.

From

C. BERNARD, Esq., C.S.I.,
*Secretary to Sir Richard Temple.*

To

J. H. GARSTIN, Esq.,
*Additional Secretary to the*
*Government of Madras,*

*Dated* BANGALORE, *4th April*, 1877.

Sir,

By direction of Sir Richard Temple, I have the honor to forward copy of a Minute recorded by him on Dr. Townsend's report regarding the physical condition of relief labourers with reference to the reduced rate of wages. Dr. Townsend's report and annexure are also forwarded.

I have the honour to be,

Sir,

Your most obedient Servant,

C. BERNARD,

*Secretary to Sir Richard Temple.*

*Minute by Sir Richard Temple, dated Bangalore, 3rd April, 1877.*

When questions arose as to the sufficiency of the revised scale of relief wages in both the Madras and the Bombay Presidencies, the Government of India was pleased to depute, at my suggestion, Dr. Townsend, the Sanitary Commissioner, to visit the distressed districts and advise me whether the present rate of wages is sufficient to keep needy relief labourers in moderately good health. Dr. Townsend has now inspected more than 32,000 persons on relief works, of whom 29,000 were in the Madras Presidency; and he has drawn up a report, stating his views and the grounds upon which he forms them.

2. I desire to lay this report of Dr. Townsend's before the Government of Madras. It will be seen that Dr. Townsend's experience and his knowledge leads him to lay little stress on the physiological argument that the reduced wage does not furnish the relief labourers with a sufficiency of certain elements of food. He prefers to decide the question,—so far as decision is now possible,—by investigating the physical condition of a large number of labourers of both sexes and all ages, who have been subsisting on the reduced wage for periods ranging from three to five weeks. His report and its annexure show that he found the relief gangs which he inspected to consist, in the main, of men, women and children who were in good health and in moderately good condition. In nearly every large body of labourers he found some persons whose condition was below par. But in most of these cases he found that the sufferers' condition was referrible to other causes than inadequacy of wages. Either the person had come very recently on the works; in some cases he or she was supporting others from the subsistence wage intended for one person's support only; or the person



1557A
10
2

had recently suffered from fever or guinea-worm. In some gangs a very few cases remained of persons, whose reduced physical condition was not due to any of these causes. But Dr. Townsend considers that the number of such exceptional cases was hardly greater than that which would be found among ordinary work-people in ordinary years. Though Dr. Townsend has no special knowledge of the Southern India races, he has a very extensive knowledge of all classes of the people in other parts of India.

3. I am able to say that Dr. Townsend's views on this important matter coincide with mine, which have been formed after inspecting nearly 200,000 people under relief in Southern India. And my impression is, that the majority of the civil officers, the relief officers and the engineering officers, employed in supervising relief operations in the Madras Presidency, hold the same views. Yet these officers are in no way wanting in thoughtful consideration for the people, or in energetic care in watching their condition. Of the senior civil officers, Mr. Price, the Collector of Cuddapah, is the only one who has, to my knowledge, reported an opinion that the reduced relief wage is generally inadequate. But that view is not borne out by Dr. Townsend's inspection of some gangs at or near Cuddapah. And from my own knowledge of the relief gangs in that district, I should not be disposed to concur with the Collector.

4. Every relief officer must occasionally, as Dr. Townsend did, and as I have often done, come upon cases of relief labourers who are really reduced, and who require special treatment. But I see no reason for thinking that such exceptional cases require or warrant a general enhancement of the wage rate.

5. The orders of the Madras Government, dated the 14th March, which were passed by them after conferring with me, and in which I fully concur, direct that relief officers shall treat specially all cases of relief labourers, who from any cause have fallen into a reduced condition of body. So far as my enquiries have

gone, very few officers have found cause to avail themselves of this discretion. But the humane instructions of the Government in this matter ought to be acted upon, wherever necessity arises; and if they are so acted upon, then I am confident that if the full wage* reaches the labourer punctually and not less than three times a week, then the present scale will suffice to keep in health relief labourers who do only a very moderate daily task.

*Note—That is to say,—
10½ annas for a man.
8¼ „ for a woman.
6¼ „ working child.
1½ „ infant unable to work,
per week, when food is not dearer than 8 seers (16 lbs.) per rupee.

6. I would therefore recommend the adoption of the opinion of the Sanitary Commissioner, Dr. Townsend, to the effect that there are not as yet any sufficient grounds whatever for any general raising of the wage rates in the Madras Presidency.

7. And I would again represent, in the most earnest terms, that, if unhappily some poor wanderers fall in a dangerously reduced condition and die as has been the case in the relief camps near Madras, then such sad occurrences can be prevented and should be prevented, not by any general raising of relief wages, but by increased care and watchfulness in conducting house-to-house inspection and in all the villages throughout the interior of the country, and in searching out all cases of poor creatures who wander away in search of charity, and who never go upon the relief works at all.

RICHARD TEMPLE.

---

*Report by Surgeon Major S. C. Townsend, Officiating Sanitary Commissioner, with the Government of India, on the condition of the famine relief labourers in the Madras Presidency.*

I was directed by the Government of India to proceed to Sholapore and put myself in communication with Sir Richard Temple under the following circumstances:—

2. The Government of India, in letter from the Additional Secretary in the Department of Revenue, Agriculture and Commerce, to Sir

3
1551-A
11



Richard Temple, No. 45, dated 16th January last, had laid down as the principle on which relief in the famine-affected districts of Bombay and Madras should be conducted that, while every effort should be made, so far as the resources of the State admit, for the preservation of deaths from famine, it is essential that the most severe economy should be practised, and, moreover, that apart from financial considerations, it would not be just on the part of Government to attempt the task of preventing all suffering and giving general relief to the poorer classes of the community; that indiscriminate charity on the part of Government would not only inevitably lead to the imposition of heavy and permanent burden on the industry of the country, but would also tend to demoralize the people themselves.

3. In order to carry out the principle thus laid down, relief works were established of two kinds, one under the Department Public Works, on which taskwork could be exacted and on which a full wage for a full task could be obtained by those who were able and willing to work; the other, works under the civil administration established solely with a view of affording relief to persons who might be incapable of performing full taskwork, or who, in ordinary times, would not undertake out-of-door labour. These civil relief works have for the most part been established near the centres of population and conveniently near the homes of the people that would come on them. But while the civil works form a very necessary part of the measures of famine relief, they are attended with the danger of creating difficulties in the labour market by withdrawing number of labourers from the usual occupation and also of inducing a large influx of persons of both sexes, who are not really in need of relief. In order to obviate this danger, it was necessary to fix the rate of wage as low as possible and to make it no more than is sufficient to maintain the applicants for relief in fair physical condition under the light amount of labour exacted for them.

4. Up to the middle of January the rate of wage in the Ceded Districts of the Madras

Presidency was two annas per diem for a male adult and proportionately less for women and children. This rate was fixed on the supposition that it would purchase 1½ pound of grain per diem, a quantity which was deemed essential for a man while at work. But it seemed to Sir Richard Temple that this rate of wage was too high, and that it had the effect of inducing numbers to come on the works who were not really in want and withdrawing many from their usual occupations which were still open to them. He accordingly recommended, in his Minute of the 19th January, that the rate of wage given on civil relief works should be reduced from two annas to 1½ for an adult, which, at the prevailing prices, would purchase a pound of grain and leave a margin for condiments, vegetable, and the like. This recommendation was in effect adopted and a reduced rate of wages ordered in the Madras Government Order, No. 329, dated 31st January, 1877.

5. The reduced rate was fixed so long as grain could be bought at 16 lbs. per rupee, at 1½ anna for adults, 1¼ anna for women, 9 pies or ¾ of an anna for children above 7 years of age. This rate appears to have been brought into force generally on the relief works from the 15th to the 20th February. The practice is not uniform on all works with respect to payment for Sunday. On most of the works it is given; in some, as at Adoni and Cuddapah, it is not.

6. About the same time the allowance of 3 pies or ¼ of an anna to children too young for labour was sanctioned,—a measure which practically nullified the reduction in the case of married people with 3 or more children which they had been obliged to feed on the former rate of 2 annas.

7. In a letter to the Secretary to the Government of Madras, No. 115, dated the 13th February, Dr. Cornish, the Sanitary Commissioner for Madras, objected to the reduced scale of diet recommended by Sir Richard Temple, that it was not sufficient to maintain labouring persons in health, and that its adaption was fraught with great danger to the health of the people. Dr. Cornish's objection to the scale was founded

1557-A
12

chiefly on physiological grounds, that a pound of any of the grains used by the people did not contain the nitrogenous elements of food in sufficient quantity to supply the waste of the muscular and other tissues under labour. As Dr. Cornish's argument on this point seemed to Sir Richard Temple open to question, and as the conclusion arrived at, if acted upon, would involve a large increase of expenditure on famine relief. Sir Richard Temple deemed it advisable to ask for another opinion on the subject, and on the 16th March I was directed to proceed to Sholapore and join Sir Richard Temple.

8. The point in question cannot, in my opinion, be decided on physiological grounds. It is true that some years ago the doctrine on the subject was, that muscular exertion entailed waste of muscular tissue, and that in order to compensate this waste food containing nitrogenous principles must be supplied in proportion to the labour undergone, but later investigations have, I believe, tended greatly to modify this teaching, and certainly at the present time there is no theory on the subject so generally accepted or founded on data so incontrovertible that an economic question involving the expenditure of large sums of public money can be decided by it.

9. The question of the sufficiency or otherwise of any scale of diet can only be decided by observation of its effects on individuals and on masses of people, and observations of this kind in a time of scarcity like the present, if conducted impartially and without bias towards theories, cannot fail to contribute facts bearing on the question of the quantity of food of different kinds, that is necessary to the support of the human system under certain conditions which would be of great value, from a scientific point of view, as well as for guidance in the conduct of measures of relief in future times. Observations of this kind, however, are beset with certain difficulties and sources of error, which have to be guarded against. Accurate information is wanting regarding the state of the people when they first came on the relief work, and again, of their state when the rate of wages

was reduced. Moreover, a knowledge of the aspect and condition of the poorer classes in ordinary times is requisite to enable me to form a just estimate of the effect that the prevailing scarcity may have had on them. I have no knowledge of the population of this Presidency, but considerable experience in other provinces leads me to believe that at all times signs of mal-nutrition are more or less visible among the poorer classes of the populations of India. A loose and shrivelled skin, a pale and anæmic aspect and emaciation will certainly follow privation and insufficient food, but the same appearances may arise from defective nutrition resulting from constitutional debility or disease. Again, when famine presses hard on the population, diminutive and emaciated infants become numerous and form one of the most painful evidences of the prevailing distress, but in the best of times, if any large portion of the poorer classes were subject to inspection, the number of these distressing objects would be considerable. Our statistics show that the rate of mortality of infants among the population of this country is as high, or even higher, than in the manufacturing districts of England, and it is more than probable that the number of women who are unable to nourish their infants is as numerous here as in other countries, while it is not the habit of the mothers to supplement their own defective supply by other food. In short, the scale of living among the population of this country is at all times low. Diseases resulting from mal-nutrition are common, and the rate of mortality compared with that of other countries is very high; therefore, when inspecting masses of people collected from the poorer classes with the view of estimating the effects of abnormal scarcity among them, a very large allowance must be made for what may be called permanent poverty and which it is beyond the power of Government to remove.

10. The want of accurate information as to the extent to which the people on the relief works possess sources of support, other than the daily wage given them, is another obstacle in the way of forming a correct estimate of the



155 T-A
13

sufficiency or otherwise of that wage to maintain them in fair condition. Where the gangs are encamped on works away from their houses and where the men are equal to or outnumber the women, it is probable that the majority are dependent solely on the wages they earn, but when the works are near, the larger towns and the gangs are composed to a very large extent of women and children, it may be assumed that the men are earning wages in some form elsewhere, and that the earnings of the women and children are simply accessory to the ordinary means of support. On the other hand, enquiry will often elicit the fact that individuals on the works are supporting with their earnings a child or relation at home besides themselves.

11. But, notwithstanding these difficulties, it is possible by careful scrutiny of large gangs of People in different localities, combined with information derived on the spot from the officers who have superintended the relief measures from the commencement and have watched the condition of the people, to arrive at a fair estimate of the extent to which the people have suffered and are suffering, from the prevailing scarcity of labour and dearness of food, and how far the measures adopted for their relief have proved successful.

12. The appended notes give the details concerning the several gangs that I have inspected in the course of my tour. I will here only direct attention to the points more particularly bearing on the question of the sufficiency of the reduced rate of wage. The first bodies of relief labourers that I inspected were at Sholapore, in the Bombay Presidency. Here there were two bodies of labourers, a large body of upwards of 3,000 employed under the D. P. W. and performing about half the task ordinarily exacted from able-bodied labourers. The men were receiving 1¾ anna, the women 1¼, and the children ¾ of an anna. Here there was no question as to the sufficiency of food. Men, women and children appeard in good condition, and there was no doubt on the part of the officers superintending the work that the wage was quite

sufficient for the support of the labourers in health.

13. The other body of labourers was employed under the civil authorities and numbered about 300. A large proportion of them was above middle age, and they had come on the works in January in an enfeebled state. Some of these people had improved since they came on the works, but, as a body, they were much lower in condition than the gangs under the D. P. W. The wage given was in both instances the same, with the exception that the men employed on the civil works received only 1½ anna instead of 1¾; in neither case was payment given for Sundays, when no work was done. The lower condition of the civil gangs was no doubt due chiefly to the circumstance that they had become more reduced before coming on the work. The average age of the adults was greater, and it is probable that at the best of times they were below the average in physique.

14. At Adoni I inspected nearly 13,000 relief labourers, the greater majority of whom had been on the reduced rate of wage for above a month. The task work performed was very light; not more than $\frac{1}{3}$rd of the task exacted from a coolie in ordinary times. The largest gang employed on the Yemmoganur road, was composed chiefly of inhabitants of the town of Adoni; the other gangs contained chiefly people belonging to the agricultural population. As a rule, all these people were in fair condition and, in the opinion of the relief officer, they had not deteriorated since the reduced rate of wage had been in force. There were of course, exceptions, and weakly and feeble people were here and there picked out; but these exceptions consisted of persons who had never been in good health and condition, as it was found on enquiry that the individuals shared their wages with a child or other relative.

15. At Bellary I inspected upwards of 10,000 relief labourers. At the Hiliyal road, where a large body of 7,500 were employed, the men considerably out-numbered the women. Task was exacted, and if the task was not complete, less wage was given; and the great majority



155T-A/1H

were receiving less than the reduced rate. There was, however, no sickness among them. The number whose appearance called for enquiry was very small, and the impoverished appearance of the individuals lighted on was usually accounted for in much the same way as at Adoni. The relief officer stated that these gangs had improved greatly in appearance since the works were established, and they had certainly not fallen off since the reduced rate of wage had come into force.

16. In Cuddapah I inspected two bodies of labourers. One numbering 950, employed close to the town and station, consisted chiefly of the inhabitants of the town and the women greatly out-number the men, and several of these women were the wives of syces and other servants of Europeans. The daily task exacted was light, and was commonly completed. In my opinion, these people were in appearance little, if at all, below the standard of health common in the town populations of this country. Some were no doubt thin and anæmic, but the number was small and the majority of these cases the individuals had only lately come on the works or had been suffering from fever. The other gang, 800 strong, that I inspected in Cuddapah, was composed chiefly of the agricultural population belonging to the surrounding villages. Here also the women generally out-number the men who were said to find work elsewhere. The general appearance of these people was very good. A very large number of the men and women were as stout and healthy-looking as they could be in the best of times, here and there, thin and weakly persons were observed; but on enquiry it did not appear that their weak condition was attributable to want of food. The relief officer stated that when the people received the higher rate of wages, they did not spend more in food than they do now, but saved the difference, and they have not deteriorated in condition since the wages was reduced.

17. At Vellore, North Arcot District, I inspected altogether about 3,000 people—1,120 employed and 400 applicants for employment in the construction of an embankment on the

Palar river, may be considered as samples of the population who have not hitherto been on relief, for those employed had been collected, some for about a fortnight, others for not more than a few days. The proportion of the men employed here was small, being only 7 men to 28 women and children—and a very large proportion of the men were old or elderly. The task exacted here is 75 per cent. of the ordinary D. P. W. rates, and the people are paid at the following rates:—

Men, one Anna 11 pie.
Women, one Anna 5 pie.
Children, one Anna.

This is higher than the reduced rate given in other districts, and seven days' payment is given for six days' work. The elderly men were, most of them, of spare habit, but they were fairly muscular and their appearance healthy. The young men were, for the most part, robust and in good condition. At the Sooriaghunta tank 1,600 people are employed and here the proportion of men is very small, being only 3 to 35 women and children. This small proportion of men on the works is attributable to the circumstance that in this part of the country agricultural operations and other means of employment are not suspended to the same extent as in the Ceded Districts, and that the able-bodied men are, for the most part, employed in the occupations that engages them in ordinary seasons; but at the present prices of food their earnings do not suffice to maintain their families, and women who in ordinary times would not undertake coolie labour, are on this account induced to come and earn additional means of subsistence on works which are conveniently near their homes. The gangs at the Sooria tank were first formed on the 24th November. From the 19th February to the 25th March they were on the reduced rate, but it has now been again raised to the same rate as on the Palar embankment, because the people did heavier tasks. As a body, these people were in fair condition and, so far as I am able to ascertain, did not deteriorate or show signs of weakness during the 5 or 6 weeks that they were on the reduced rate of wages.



1567-A
15

18. At the Vellore relief house 700 people who are incapable of work are fed. The proportion of men and women is about equal. Each adult male receives daily 1 lb. of dry rice, cooked; 10 ozs. of this is given at 10 o'clock and the remainder in the evening. To the evening meal is added ½ oz. of dholl, mixed with vegetable and condiments in the form of curry. In many of these people the effects of famine are very evident particularly among a number of people who had come in from the Kalastri Zemindari; but they are improving on the food now given them.

19. Taking the evidence that has come before me in the course of my tour, I can arrive at no other conclusion than that the rate to which the wage of the relief labourer was reduced on the recommendation of Sir Richard Temple is sufficient to support them in fair condition, provided that care is taken that the individual recipient is the only person who is supported on it. And I see no reason why the wage should be raised, unless an equivalent amount of work is performed.

S. C. TOWNSEND,
*Officiating Sanitary Commissioner,*
*with the Government of India.*

BANGALORE,
*3rd April*, 1877.

---

Notes by Dr. Townsend, Officiating Sanitary Commissioner with the Government of India, deputed at the request of Sir Richard Temple to investigate and ascertain whether the scale of wages now given to the people employed on the several famine relief works is sufficient to support them in fair health.

(*Bombay*) *Sholapore, March 20th.*—Inspected a large body of people, about 3,000, including women and children, employed under the Department Public Works, in excavating a large tank. The men are employed on task-work, the daily task being 54 cubic, or about ½

(Moti Bagh.)

the ordinary task for an able-bodied coolie: for this he receives one anna and nine pie. The women and children employed to remove the earth excavated receive $1\frac{1}{4}$ and $\frac{3}{4}$ of an anna respectively. No work is done and no pay given on Sundays.

Men, women and children are in good condition. They exhibit no signs of being underfed and there is no sickness among them attributable to insufficient food. I inspected the camps and many of the people were preparing their evening meal: some had jowari, many, wheat of a rather inferior quality, some, Indian corn and jowari mixed; others, bajra and toor. Salt, chillies, onions were in common use. The young children were in very good case.

*March 21st.*—This morning rode out with Mr. Percival, the Collector, to visit a gang of labourers employed under the civil authorities in excavating a tank about 3 miles from Sholapore. These were a much poorer lot than the gangs employed on the Moti Bagh tank. A very large portion of them were old and infirm, or in some way incapacitated for hard labour. Taskwork is not exacted, and they accomplish very little in the day. The number employed here, was about 300. The men receive $1\frac{1}{2}$ anna, the women, $1\frac{1}{4}$ anna, and the children, 7 to 9 pie. The bigger lads are reckoned as women. Children, too young to work, receive 3 pie each.

The greater number of these people had been on the work at the above rate of wages, since the middle of January. Their condition varied considerably. Many were stout and in good condition; others were thin and weakly. The majority of the latter, were old and infirm, but there were a few among the lads and young women who were undoubtedly suffering from the effects of insufficient nourishment. These cases, however, had come on the relief work very feeble and emaciated and they had improved since. The young children were in very good condition and looked to be well cared for.

On the way back we inspected the charitable relief house, where about 200 people, old and infirm, or from other causes incapable of work



1557-A
16

of any kind, are relieved. All were fit recipients of relief.

*Adoni Madras.*

*March 26th.*—Inspected with Mr. Bidham and Captain Hamilton.

1. Inefficient gangs established 10 days and composed of persons who had previously been in receipt of charitable relief at the Relief House and of old and weakly persons draughted from other gangs. The number including women and children was 253. They were employed on light work forming platforms for the sheds constructed near the railway station for storing grain.

Ration given to Men, $1\frac{1}{2}$ Anna.
Women, $1\frac{1}{4}$ Anna.
Children on works, $\frac{3}{4}$ Anna.
Young children, $\frac{1}{4}$ Anna.

Only the inefficient gangs receive pay or relief on Sundays.

Many old people were thin and shrivelled by reason of age. Only two old women looked weakly. There were no symptoms attributable to insufficient food. The children as a body were in very good case. Two infants were thin and miserable-looking, had been suffering from fever.

2. A body of people numbering nearly 700 wanting work. These were mostly people who had been employed on relief works, but who had been discharged in consequence of their refusal to shift to works not more than 10 miles distant. The condition of the people was generally good, especially the women and children. The people who looked in worst condition were a few who had not been on any relief work at all.

3. A gang of 507 work people. These people have been on work for some months altogether, and for one month on the reduced scale above given. As a body they appear to be in good condition. No sickness among them with the exception of small-pox among the children. A few that we picked out as looking rather weakly had been only a few days on the works. One man had been feeding two

children who were not in receipt of relief. Practically taskwork is not exacted.

500 cubic feet of earthwork is assigned to 50 men which is half the ordinary task, but on measurement it is found that they execute only $\frac{1}{5}$ of the task assigned.

4. Gangs from Sirgoopah road, 1,208 in number, exclusive of very young children. The condition of the women here was not so decidedly good as in the gangs close to Adoni. There was, however, nothing in their appearance to offord ground for fear that they were not now receiving sufficient nourishment. The condition of the men and the children on the other hand was very good. In some few cases men whom we lighted on as looking weakly, were found on enquiry to be sharing their ration with a wife or child at home.

5. A gang of applicants for labour, 139 in number, who had struck work on being selected for transfer to a short distance, twenty days ago. All in very fair condition. In a similar gang belonging to the Aloor taluq, 220 in number, a few persons exhibited signs of having been insufficiently fed.

6. Gang of Madaveram, 3,100 inclusive of 400 young children. As a body, men, women and children in good condition. Here and there where a weakly-looking individual was lighted on it was found that he or she was suffering from fever or sharing his ration with a relation not on the works.

7. *Yemmigenoor Road.*—Gang 7,000 strong including women and children. The greater number of these people are inhabitants of Adoni and come out daily to the work, a distance of 4 or 5 miles. The total population of Adoni is stated to be 25,000. As a body, men, women, and children are in good condition. The young men and women with few exceptions, were plump and well nourished. The exceptions consisted of persons who at no time are in good health and condition; one youth for instance, was consumptive; another had the scars of old ulcers in the thigh and was lame from this cause; a third had a withered hand. Among the older



1557-A 9/17

people many exhibited that shrivelled condition of skin which is common among elderly natives of this climate at all times; but in other respects they were in good condition and looked healthy. In cases exhibiting weakness and want of nourishment, the same explanation was given as in the gangs previously inspected. Either the individuals had been suffering from fever; or a child or other relation was sharing their means of subsistence with them. This was particularly the case with some of the women, for the allowance of 3 pie to each young child had not been distributed to the full extent intended by Government. The Adoni relief officers are now remedying this shortcoming.

*Bellary, March 27th.*—Gooty road. Gang assembled on the 5th mile. The whole number employed from the 5th to the 10th mile, amounts to upwards of 7,000, but the order to bring them together for inspection did not reach the relief officer sufficiently early and not more than half were collected for inspection. The wages here given are the same as at Adoni. As a body the people were in good condition and a large number of the men who were stout and able-bodied were selected as fit for transfer to the Nellore irrigation works. Others for the earthwork of the line of Railway to be constructed from Bellary to Dharwar. Of those selected for transfer to Nellore about 50 per cent. consented to go.

*Bellary, March 28th.* Hirijal road. 6th to 8th mile stone from Bellary. Gangs numbering altogether * 7,500 have been established three or four months. The employment consists in breaking and stacking metal and in excavating gravel. Taskwork is exacted at the rate of 6 cubic yards from each gang consisting of 25 men, 20 women and 5 children; and for this task the payment is 1½ anna, men, 1¼ anna women and 9 pie children; but very few gangs not amounting to 500 people altogether complete this task in a day and draw the full wage. The great bulk receive only 1¼ annas men, 1 anna women, and

* 3,750 Men.
3,000 Women.
600 Children above 7 years.
600 Children under 7 years.

7 pie children. The young children are allowed 3 pie each.

Rice is the food chiefly consumed by these people. Cholum is procurable in the shops where they purchase their food, but they buy rice in preference. The bazaar price of rice is 8 seers per Rupee. Mr. Smith, the Relief Officer, shewed great knowledge of the people under him and was able to give the history of a great number that we had reason to enquire about. As a body these people are in very good condition. In walking down the long line the number whose appearance called for enquiry was very small and in all, or nearly all cases, the impoverished appearance of the individual lighted on was accounted for.

1st. A thin child through an oversight had not been registered in the list of those receiving the 3 pie allowance.

2nd. A very thin famished woman, had only joined the work from a distant village two days previously.

3rd. Another woman who gave the same explanation.

4th. Two brothers who had been on the work less than a week.

5th. An oldish man who had been on the work akout a fortnight and though thin had improved since he joined.

Mr. Smith, the Relief Officer, states that as a body these people have improved greatly in appearance since the works were established, and they have certainly not fallen off since the reduced rate of wage came into force. If on first arrival any of them are in a very bad state, they are first fed on cooked food for some days, but as soon as they are at all able they were allowed to wander on the works though without doing much, and they seemed to improve better on this plan than when kept altogether in the relief hospital. In some few cases the infants at the breast showed signs of being insufficiently nourished, but it was by no means the rule in their cases that the mother was in bad condition. At all times, in a certain number of cases, women will be unable to sufficiently nourish their infants.

1557-A
18



*Cuddapah, March 29th.*—Inspected some gangs of labourers employed in excavation of a tank close to the town of Cuddapah. Dr. Cornish, Sanitary Commissioner for Madras, was kind enough to accompany me. They mustered 950 in all, arranged in gangs of fifty consisting of twenty men and thirty women and children. The number of children was small; the women greatly out-numbered the men; the people were chiefly the residents of the town and of villages within two miles, and the Civil Surgeon, Mr. Hyaswamy, stated that a very large number of the women were the wives of syces and other servants of Europeans. The wages given are, men 1 anna 5 pie, children above 7, 8½ pie, women 1 anna 2 pie, children under 7, 3 pie. Payment is made on Sunday for six days. The daily task-work nominally exacted is twenty-four cubic yards of earthwork for a gang of fifty. This task, which is very light, was commonly completed, but even if it were not the wage above-mentioned was generally given.

In my opinion these people were in appearance little if at all below the standard of health common in native populations. Some were no doubt thin and anæmic, but the proportion in this condition was not great. In many instances individuals that struck us as being more enfeebled than others were found on enquiry to have been on the works a very short time. One of them had been on a fortnight, another came on only yesterday. A very thin, weakly looking woman had come on the works three days ago, another a Brinjara, had been on only four days. A thin elderly man who looked weak was suffering from fever. One man thin and anæmic had been on the works from the commencement, but on either side of him there was a very stout strong man who had also been on the works for months.

I also inspected at Cuddapah a relief camp whereat persons coming in from the districts in a weak and enfeebled condition are supported until they become fit for work, when they are transferred to the works. The food here given is cholum and ragi mixed. Two meals are given daily at 10 and 5; each meal con

sisting of 12 oz. of the above grain with condiments for an adult male; women and children receive less. The greater number of these people were old and uneqal to labour of any kind. It appeared that many of them were kept at the camp against their will, they would prefer being at large picking up what they could by begging. No betul-nut being given was one reason why they disliked being detained in the camp.

Some of the people supported in idleness at the camp would, I think, have been more suitably provided for at the works. There was one woman, for instance, in very good condition with four children in equally good case; also a stout strong man with his family: the reason given for their being kept at the camp being that there was no one to look after the children, while the parents were at work.

*Cuddapah District, March 30th.*—Booja road, 3 miles from Cuddapah. Inspected with Mr. MacCartee 800 people divided into 16 gangs, each composed of 20 men, 25 women and 5 children. The women generally outnumber the men who find other work. The people all belong to the surrounding villages. They are employed in digging and stacking gravel. The daily task assigned is 18 cubic yards for each gang—a more severe task than is imposed upon the labourers at the tank inspected yesterday. It is, however, exacted without difficulty. The rate of wages is the same as the other gangs in the district. The labourers are paid once a week on Sunday for the six days. A considerable proportion of the people in these gangs, as well as in those inspected yesterday, belong to castes who eat meat. The Wudas kill and eat sheep and pigs but not bullocks. The pariahs eat carrion or the flesh of bullocks and other animals that have died. The shepherds eat the flesh of sheep and goats that die.

The general appearance of the people composing these gangs was good. A very large number of the men and women were as stout and healthy-looking as they could be in the best of times. Here and there thin persons in weakly condition were observable, but their



1557-A
19

history did not prove their condition to be attributable to want of food.

Gang No. 1.—2 thin men, but not unhealthy-looking.

No. 2.—1 spare weakly-looking man, states that he has been so for years.

No. 3.—2 thin feeble men, state that they have always been so.

One sickly child has had fever.

No. 4. All in good condition.

No. 5. One feeble looking man states that he has always been so.

No. 6. The same.

Nos. 7, 8, 9. All in good condition.

No. 10. An emaciated boy has been on the works a fortnight and has improved since he joined.

No. 11. A thin weedy lad always so.

No. 12. All in good condition.

No. 13. A feeble man, has a large spleen; is better now than he has been for a long time—another sickly looking man has lately suffered from fever.

Nos. 14, 15, 16. All in good condition.

These gangs have been established from November last.

Mr. Quinlass the relief officer says that when the people received the higher rate of wages they did not spend more in food than they do now but saved the difference. They have not deteriorated in condition since the wage has been reduced. About 15 men who had been sent to Nellore returned again to these gangs. They said the place did not agree with them; that the water was bad gave them dysentery. The task work at Nellore appears to be harder and the maistrees more severe upon people transferred from other works.

There were 26 applicants for work. Only one man among them, and he was a ryot, who had last all his cattle and having no other source of maintenance came on the works. He was a strong healthy man. The rest, all women and children were in good condition.

*Vellore, March 31st.*—1. Relief gangs employed in constructing an embankment along the Palaar River. 1,120 people, divided into 8 gangs of 32 in the population of 7 men, 16 women and 12 children. Some of these gangs were formed on the 15th of March, others on the 21st to 23rd and some as late as the 29th.

These people are employed on task work, the task being 75 per cent. of the ordinary Public Works rates and they are paid at the following rate.

Men. 1 Anna 11 p.
Women, 1 Anna 5 p.
Children, 1 Anna.

No allowance is given to young children.

Payment is made once a week, seven days pay is given for six days' work. A very large proportion of the men employed were old or elderly and many of them were of spare habits as is very commonly the case with the natives above the middle age but they were fairly muscular and their appearance healthy. The younger men were for the most part robust and in good condition. The same may be said of the women. Many of the older women were thin and spare and some of them weakly-looking but the younger women were for the most part plump and in good condition. The children on the whole had the appearance of being well nourished.

There were present, about 400 applicants for employment on these works chiefly women and children belonging to the town. Of late too, a large proportion of Mussalman women have come on the works and this is considered a sign that the distress is spreading to classes that have not been hitherto touched by it. The general appearance of the new applicants however did not indicate that they have been insufficiently fed.



1557-A 12/20

2. Gangs of coolies chiefly women, employed in fencing the relief camp. These gangs had been established about six weeks and had been on the reduced rate of

1 anna 5 pie for men,
1 anna for women and
9 pie for children.

They appeared to me to be in very fair condition and there was no sickness among them.

3. Relief Camp Hospital, 41 patients chiefly old people, suffering from diarrhœa and dysentery and it is probable that the percentage of mortality among them will be high. There are about 700 people fed in the relief camps. The proportion of men, women and children being about equal. In many of them the effects of famine are very evident particularly among a number of people who had come from the Kalastree Zemindaree but they are now improving.

Each adult male receives daily 1 lb. of dry rice cooked; 10 oz. of this is given about 10 o'clock and the remainder in the evening. To the evening meal is added ½ an ounce of dall mixed with vegetable and condiments in the form of curry.—

Sooria Ghunta tank.

1,600 people employed in excavation work divided into gangs consisting of 3 men, and 35 women and children. The gangs were first formed on the 24th November and from the 19th February, up to the 25th March were on the reduced rate of wages viz. men 1 anna 5 pie women 1 anna 2 pie. No allowance was given for children too young for work. No work is done on Sunday but the people receive pay for that day.

As a body these people were in fair condition and so far as I was able to ascertain they did not deteriorate or shew signs of weakness during the five or six weeks that they were on the reduced rate of wages.

The small proportion of men on these works is attributable to the circumstance that in this part of the country agricultural operations and

other means of employments are not suspended to the same extent as in the Ceded Districts and the able-bodied men are for the most part employed in their usual occupations, but at the present price of food their earnings are not sufficient to maintain their families, and women who in ordinary times would not undertake cooly labour are on this account induced to come on works which are conveniently near their homes and earn additional means of subsistence.

S. C. TOWNSEND,

*Officiating Sanitary Commissioner,*

*with Government of India.*

BANGALORE,

*3rd April*, 1877.

155-7-A
21
21

F. No. 2,243.

# Revenue {1877} Department.

From

C. E. BERNARD, Esq., C.S.I.,

*Secretary to Sir Richard Temple,*

Dated 4th
Received 5th } April, 1877.

No. 170

*Forwarding copy of a Minute by Sir Richard Temple on Dr. Townsend's report regarding the physical condition of relief labourers with reference to the reduced rate of wages.*

Lawrence Asylum Press—1877.

No 1557 R
Rec'd 12.4.77
25 Stone 1877

N-636a