Revenue (1897) Department.

PRESS SERIES.

G.O., Nos 295–296

DATED 4th May

[Despatch Abstract.]

BACK PAPERS.

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

FURTHER PAPERS.

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

Revenue (1897) Department.

CURRENT No.

The Hon: Mr. Grose C.S.I.
The Hon: Mr. Bliss C.S.I.
H. E. the Governor

Desp. Issue under daylight & Press Communique. 25/2/97 first.

From The Govt of India Dept of Revenue

Order

25/2/97 H.S.H.

Communicated ~~Forwarded~~ to the Board of Revenue for very early and detailed report. 6.3.97

No. 629 7
116-1

Dated 25th
Received 24th
Registered 24th
} Feb 1897

Enclosures

Spare copies

SUBJECT.

Requesting to be informed as to the evidence on which the Sanitary Commrs opinion about the insufficiency of the famine relief wage was based & whether that opinion has the concurrence of the authorities.

Telegram B. King's despatch on this matter is in the hands of the Bd. To attach a copy of D. despatch with paras. 18 & 19 of that despatch. There is much worth considering in para. 20. Bd. like to see the report of the Bd. on this despatch. H.S.H.

To Mr. Board (Delhi) 6.3.97

Sale. It will be seen from the telegraphic message that the Govt forwarding the Sanitary Comm's communication is now in the press

RS
24-2-97

24/2/97.

C. 24/2/97.

Code Class.

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GOVERNMENT OF MADRAS
24 FEB 97
REVENUE DEPARTMENT

No. 6297 / 116-1

FROM

T. W. HOLDERNESS, Esq., C.S.,
Deputy Secretary to the Government of India,
Department of Revenue and Agriculture (Famine),

To

The Secretary to the Government of Madras.

Calcutta, the 20th February 1897.

Department of Revenue and Agriculture.
(*Famine.*)

SIR,

In your telegram of the 11th February 1897, summarising the situation and the relief operations for the month, in compliance with the request contained in my letter No.9 F., dated 25th January, it is said that "the relief wage has been reported inadequate by the Sanitary Commissioner". I am directed to request that the Government of India may be informed as to the evidence on which the Sanitary Commissioner's report was based, and whether his opinion has the concurrence of other authorities. The Government of India would also be glad to know whether the Sanitary Commissioner refers to the full wage earnable by relief workers on completion of specified tasks, or to the minimum wage, or to wages, below the minimum wage, actually earned by workers, as the result of fines having been imposed for short work. Section 106 of the Madras Famine Code provides that "as a general rule the effect of fines must not be to reduce the wages below the minimum wage", but the Government of India have no information before them as to how this restriction works in practice. It is however obvious that if the wages actually earned by the majority of workers on particular relief

works

works are reduced by fines for short work below the minimum wage, the wages may be insufficient, though the minimum wage is sufficient. The Government of India are anxious for full information on this point, as from no other province has a complaint been received as to the insufficiency of the present famine wage.

I have the honour to be,

Sir,

your most obedient servant,

J. Wilderness

Deputy Secretary.

Revenue (1897) Department.

CURRENT No. 1

GOVERNMENT OF MADRAS
9 MAR 97
SECRETARIAT

From He Board of Rev:
Rev: Sett:
Land Records & Agri:

Order

No. 144

Dated 18th Feby 1897

Received

Registered

Enclosures

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SUBJECT.

Famine wages and rations.

Submitting to Government remarks in regard to — and soliciting early orders on the subject.

BA

G.O.	No.	I	te.
Ry	14		
Ry	1156	10-8	
Ry	1106	18-2-3	
Ry	2393	11-8-9	
Ry	2447	9-6-9	
Ry	961	17	
Ry	725		

Re the

FURTHER PAPERS.

G.O.	No.	Department.	Date.

PROCEEDINGS OF THE BOARD OF REVENUE

(REVENUE SETTLEMENT, LAND RECORDS AND AGRICULTURE).

READ—G.O., No. 14, Revenue, dated 9th January 1897.

ABSTRACT.—Communicating, for, information, a letter from the Government of India forwarding copy of a Resolution recorded by the Government of North-Western Provinces and Oudh regarding famine-relief operations undertaken in the United Provinces, together with a set of rules framed by that Government for the guidance of officers employed on relief works.

READ—again the following Proceedings of the Board of Revenue (R.S., L.R. and Agri.), dated 4th February 1897, Mis. No. 845 :—

Read—the following paper :—

Letter from Surgeon-Lieutenant-Colonel W. G. KING, M.B., C.M., D.P.H., Sanitary Commissioner for Madras, to the Collector of Bellary, dated Fort St. George, 11th January 1897, No. 85-S.

I have the honour to state that, on my inspecting the condition of relief-workers on the Alúr-Guntakal road, I found certain gangs in an unsatisfactory condition of vigour. On making enquiries, I ascertained that certain of these were residents of Hattibelagal. The distances of works from this village vary from three to five miles. Some of the relief-workers get over the difficulty by residing in the village of Nageradonna under very unfavourable hygienic conditions; but the majority have, I believe, to contemplate a march of from eight to ten miles daily in addition to their work.

2. My enquiries showed that the food-grain in this and neighbouring villages was above casbah rate—even allowing for the difference between the respective country and official seers; this has been sufficient to make a diminution in the total nourishment available from a wage which even, under favourable circumstances, permits a mere fraction of a pie for fluctuation of prices of "other items."

3. Under the above circumstances, I would advise your causing the erection of sheds to serve the distant villages as early as possible. Sections 55 and 120 (paragraph 2) of the Famine Code should also, I consider, be put in force with as little delay as possible.

4. The relief-workers declared their willingness to reside in sheds on the works if they be erected for them.

5. In the case of the Hattibelagal village, I would advise you to ascertain whether work nearer the village-site might not be obtained; for example, the Madiga and Mala wells require deepening and improving—also the village well and the fort well.

Theoretical nutrient value of diets.

4. The *theoretical* nutritive value of the relief-worker's diet is as follows :—

Ragi.

Class of relief-workers.	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
A	2·662	20·062	1·449	21·337
B	2·403	18·128	1·307	21·135
C	2·030	15 299	1·143	17 927
D	1·623	12·959	0·615	14·374

The above statement assumes that the whole grain and pulse laid down by the Famine Code is available : whereas no allowance for wastage is made in estimating the grain equivalent wage. The waste that occurs in cleaning ragi or cholum may be taken at from 7 * to 13 per cent. In the Bellary jail, long experience shows it to be 10 per cent. In reality, the methods of cleaning adopted by the cooly are wasteful ; but I assume that care in famine times will be exercised ; and, therefore, in discussing the value of existing diets, allow only 7 per cent. The *actually available* grain (in ragi) and the nutritive value obtainable with famine wages is therefore as follows :—

The Famine Code ignores results of normal loss by husking and cleaning grain.

Ration for relief-workers allowing 7 per cent. wastage for cleaning ragi.

Class of relief-workers.	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
A	2·496	18·715	1·348	21·758
B	2·273	16·966	1·282	18·389
C	1·921	14·319	1·122	16·900
D	1·531	12·111	0·597	13·484

Standards affording contrasts with Famine Code diets.

The following affords a standard that may be usefully contrasted with the foregoing :—

Diet of free labourer (Deccan)—cleaned grain.

Articles of diet.	Quantity.	Albuminoid.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.	oz.
Cholum	24·831	2·309	17·953	0·497	19·096
Dhal	4·649	1·037	2·831	0·098	3·047
Oil	0·875	..	..	0 875	013
Vegetables	7·970	0·143	0·462	0·040	554
Total ..	38 325	3·489	21·246	1·510	24·710

5. The difficulty at all times recognizable as to fixing the proportions of constituents in a diet devoid of meat has been the fact that, whilst legumes may be relied upon to represent a fair proportion of albuminoids found in less proportion than requisite in cereals, beyond dealing with a certain amount the stomach refuses to be made a chemical laboratory of, and shows its resentment in the form of indigestion. To keep within this limit, therefore, and yet provide a proper amount of albuminoids without overdoing the proportions of starches found in the staple grains, is a matter of importance. This has been obviously carefully held in mind by the framers of the famine diets ; and, were the cooly to be equally appreciative of chemical and physiological questions involved, the combination of efficiency with economy would be less

* I obtained 7 per cent. by exercising the greatest care repeatedly searching the refuse for eatable portions. The Tahsildar, Pattikonda, made an experiment also conducted with much care and got 7·85 per cent. ; but this "Nukaloo" was by no means so clean as demanded in jails. Ten per cent. may be regarded as a safe allowance.

questionable. His knowledge, however, is limited to the fact that an amount of grain is requisite that will make his belly-band tight, and, till that is accomplished, he believes himself hungry. That the Deccan cooly is not alone in the matter of bulk of food, I may illustrate by stating that a short time back a party of American soldiers started on what was to be a prolonged march on highly concentrated provisions. In a limited bulk there duly existed the necessary amount of nourishment according to the chemist, and in easily assimilable forms ; yet, the men failed to accomplish their work and returned weak, worn out and unfit for duty. Diminution of bulk of food is therefore a question of education, and a population cannot be readily made to fall in with the scientific system of a certain proportion of dhal to grain, &c., laid down for its guidance in the Famine Code. Recent researches by Dr. Pavey into the functions of carbo-hydrates render it probable that this is not altogether to be regretted, and that, in the presence of a certain amount of proteid substances, carbo-hydrates may contribute to the formation of proteids. Indeed, it is not unlikely that the Deccan type of one (and more) seer of grain per diem without dhal for a part of the year is not physiologically wrong, as it would seem in the present state of knowledge. Dr. Pavey's researches cannot, however, yet be applied practically to consideration of these diets, until further experience and data are obtained, and, whilst recognizing that the excess of carbo-hydrates is not an evil, and may mean an aid towards formation of albuminoids, such excess *cannot in the present state of knowledge justify abating the demand for a sufficiency of ready-made albuminoids* represented in these diets by dhal. The excess of carbo-hydrates may further explain the fact that a vegetable oil or animal fat is not a constant part of the diet. I enter into this matter, as it is important to remember that, in using a wage calculated for the reduced diets shown, the Deccan relief-worker is specially liable to the inimical influence of want of sufficient albuminoids in his diet ; because believing he cannot buy with his wage enough staple grain at disposal, he will not purchase the expensive dhal that is the essential addition to eke out a correctly proportioned diet.

Given but a small allowance of grain, the relief-worker does not possess the knowledge requisite for a correct adjustment of albuminoids.

6. I have suggested in paragraph 1 that it is likely to produce considerable confusion that the details showing clearly what has been regarded as sufficient for each class of relief-workers are not exhibited. But, whilst this implies inconvenience to those who would feel the responsibility of watching the health condition of relief-workers, a defect that cannot do otherwise than detrimentally influence the results aimed at consists in assuming that so long as such and such a weight of "staple grain" is obtained, no further refinement in definition is requisite. Yet, a little consideration will show that, when working with so fine a margin, or rather, as I show further on, practically no margin at all, for variations in prices of "other items," it is essential that the nature of the grain in use be allowed for. Thus, using B diet as a type, it will be seen that considerable variations occur in the important item of albuminoids according as the grain in use be wheat, cholum, ragi or rice :—

Nutrient value of B diet (allowing 7 per cent. for cleaning).

Grain.	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
Wheat	3·749	17·087	1·241	19·942
Cholum	2·837	17·933	1·415	21·188
Ragi	2·403	18·128	1·307	21.135
Rice	2·403	19·235	1·111	21·791

Effect of Famine Code ignoring the nature of the staple grain used with relief-worker's diet.

So that to enable the same total of albuminoids to be obtained from ragi as from cholum on the B diet (provided the alteration were made in grain alone) it would be necessary to allow 5·95 ounces more ; that is, 5·95 ounces should be added to the 21·7 ounces of ragi to make it equivalent to cholum, no calculation being made for wastage in either case.

7. The following exhibits the actual results of attempts to purchase the "other items" at various places with the wage allowed. Every precaution was taken to see that the items were obtainable at the same prices as those given to the cooly. The official rate was 15 seers per rupee; and I may here state that, to prevent confusion, this rate is adhered to in all calculations made in this memorandum:—

At Adóni—

A. wage ... 1 5

Items of diet according to Famine Code.	Cost (a). A.	P.	Cost (b). A.	P.
24 oz. cholum	0	9	0	9·75
4 „ dhal ...	0	2·75	0	2·50
0·5 „ salt ...	0	·33	0	·38
1 „ oil ...	0	3	0	3
0·5 „ chillies }				
0·5 „ tamarind }	0	1·25	0	1·25
Total ...	1	4·33	1	4·88

Note.—(a) and (b) refer to different shop prices.

B wage—As. 1–3.

	A.	P.
21·7 oz. cholum	0	8·7
3·6 „ dhal ...	0	2·25
0·45 „ salt ...	0	0·34
0·9 „ oil ...	0	2·7
0·9 „ chillies, tamarind }	0	1·125
Total ...	1	3·11

D wage—Pies 10.

	A.	P.
16 oz. cholum	0	6·4
2 „ dhal	0	1·375
0·33 „ oil	0	0·99
0·33 „ salt	0	0·251
0·5 „ tamarind and chillies	0	0·625
Total ...	0	9·641

What could be actually bought at Adóni for As. 1–3—

29·35 oz. cholum.
1 „ salt.
1 „ chillies.
1 „ tamarind.

At Hathibelagul—B ration—B wage—As. 1–3.

	A.	P.
21·7 oz. cholum	0	10·85
3·6 „ dhal	0	2·70
0·45 „ salt	0	0·337
0·9 „ oil (not available)	0	2·7
0·45 „ chillies	0	·17
0·45 „ tamarind	0	·085
Total ...	1	5·6

Actually bought at Hathibelagul for As. 1–3 *as the best bargain for the money* —

22·5 oz. cholum.
3 „ dhal.
·5 „ chillies.
1 „ salt.
1 „ tamarind.

At Kosgi (casbah near Chinnathambulam works)—B wage—As. 1–3.

	A.	P.
21·7 oz. cholum	0	8·7
3·6 „ dhal ...	0	2·7
0·9 „ oil ...	0	2·25
Salt, chillies, tamarind	0	2
Total ...	1	3·65

Bellary—A wage—As. 1–5.

	A.	P.
24 oz. cholum	0	9
4 „ dhal ...	0	3
1 „ oil ...	0	3
1 „ salt ..		
0·5 „ chillies }		
0·5 „ tamarind }	0	2
Total ...	1	5

At Pattikonda—wages being As. 1–3 *for B class.*

	A.	P.
21·7 oz. cholum	0	8·7
3·6 „ dhal ...	0	2·7
0·9 „ salt ...	0	·9
0·8 „ vegetables } condiments }	0	1·8
0·9 „ oil ...	0	2·25
Total ...	1	4·35

There is, therefore, usually a deficit as to purchasing the bare rations below the A wage, whilst in all a margin for fuel, &c., does not exist. On my representing this to the Collector of Bellary and the Executive Engineer, the latter made an independent experiment and purchased the full ration with a fraction of a pie to profit—without, however, any fuel. On comparing prices given, we practically agreed; but I found that the fractional margin had been obtained by reducing to an absurdity the amount of chillies requisite for a single diet, and causing vegetables to be represented by a single brinjal—about the size of a pigeon's egg. This officer has kindly promised to subject the matter to test on all his works; but from frequent enquiries, I am satisfied that *unless the single ounce of vegetables and condiments allowed in the ration be juggled with,* * *so as bring the amounts outside the pale of practical dietetics, the ration cannot be purchased with the allowance for "other items."*

In practice, no "margin" exists in B and C wages.

8. Further, it is a mistake, when calculating the rations, to assume that the whole wage is available daily. The "rest day" gives the cooly but the minimum wage. Thus, at 15 seers per rupee, As. 1–3 is the wage for B class and the minimum is one anna, so that As. 1–2·57 is the daily average wage. Similarly, in the case of the A wage, the minimum of one anna reduces the daily wage of As. 1–5 to a daily average of As. 1–4·3. Therefore, the "ample margin" provided by the framers of the present Famine Code disappears, even on the A wage. Of course, this may be got over by stating that on receipt of the minimum wage the relief-worker does not labour; he receives a wage that will

Still less, is it possible to obtain the diet on the average daily wage?

* Since writing the above, I am in receipt of letter, No. 417, dated 21st January 1897, with which the Collector of Bellary forwards a letter from the Deputy Collector of Adóni, dated 8th January 1897, No. 49, in which it is contended that the rations can be purchased in the wage with a fraction of a pie to profit. But even this was done only with A and D diet; B and C were ignored, yet that this could only have been accomplished by reducing the condiments and vegetables to an *absurdity* is borne out by the following extract from the letter by the Adóni Deputy Collector:—

Total condiments and vegetables. { "Six chillies, tamarind ball bigger in size than a marble. two small brinjals weigh 2½ tolas, value of these articles is 1½ pies each." [!] } 1·50 pies and.

sustain life during *rest*. But practice sets this theory at naught. It is clear that in many relief works release for the rest day simply means that a journey of five, or perhaps ten, miles to the nearest village for market supplies has to be undertaken. In any case, as a fact, the total nutrient value of the week's diet of the B class is *limited* by the sum not of As. 1–3 but of As. 1–2·5 and the relief-worker must necessarily adjust his food to this sum.

9. Should the relief-worker not proceed to a neighbouring central town, such as the cusbah station, once weekly for his food, he suffers monetarily; because the village shopman always runs his prices above the cusbah rates. I have found this frequently the case, even allowing for conversion of the 86 tola measure to the Government measure of 80 tolas.

There is no margin to cover the villager as against cusbah prices.

10. A further reason why the relief-worker does not get the nutrient value supposed by the Famine Code diets rests in the fact that, in the midst of scarcity, immature or otherwise inferior grain is bought; quality is here sacrificed to quantity. Thus I found that this year's immature grain in use near Alúr weighs, per seer of 86 tolas, 30 ounces, against 31·5 ounces for old white cholum, and against 34·4 ounces presumed by Government in regulating the 80 tola seer standard; so that the loss by immature grain is 12·8 per cent. Hence, *plus* the loss by wastage in cleaning, which, with the utmost economy, must be 7 per cent., there results a total loss of 19·8 per cent. or, in other words, the ration of available cleaned grain in B diet is reduced from 21·7 oz. to 17·4 oz.

Effect on nutrient value of inferior grain.

NOTE.—In the case of specimens handed to me by the Famine Commissioner, the difference between the mature and immature grain when measured and weighed, respectively, showed 4½ oz. in favour of matured and old grain per seer.

11. Nor do the relief-worker's chances of not receiving even the scanty ration presumed by the Famine Code end here; he has to run the gauntlet of being with a gang that has been subjected to fine or deductions. There can be no doubt that at times these may be conducted with supreme disregard of the fact that the population dealt with is one possessed of no margin, either of funds or physical strength upon which to call. The cause of these fines and deductions may be beyond the control of the greater number of persons subjected to these results. Thus, during my inspection of the Siruguppa road relief works (Bellary district) I found that adult men stood before me holding out their day's wages consisting of 6 and 9 pies. Revenue Board's Proceedings, No. 6834, dated 25th December 1896, show that in the Kurnool district the following fines were enforced:—

Effects of fines and deductions on total nutrient value.

Taluk.	Quantity of work to be done.	Quantity of work actually done.	Deduction in pay to be made.
	Class C.		
	C. FT.	C. FT.	
Koilkuntla	9,729	9,791	Minimum wages were paid.
Do.	852	689	Deductions varying from one-tenth to three-fifths of C class wages were made for most of the gangs on all days. Excess work also paid for on 4th December 1896.
Pattikonda	486	462	A deduction of one-sixth C class wages was made on the 1st day for the only gang formed that day.
	Class B.		
Sirvel	49,801	25,108	A deduction of half the wages.
	Class C.		
Do.	1,343	599	A deduction of three-fifths of the wages.
	Class B.		
Do.	4,139	1,218	Deduction varying from three-fifths hto nine-tenth B class wages.
Nandikotkur	726	653	
Do.	523	388	A deduction of one-fifth B class wages.
Do.	15,907	9,242	Varying from one-fifth to four-fifths of B class wages.

I am at time of writing this near a work (Maddikera) where the majority of the gangs are receiving the minimum wage per day, whilst defective organization as to distribution of tools and the physical condition of the gangs (dealing with excavation) show that the cause is beyond their control. Discretion * here would have seemed essential, and a much diminished task should have sufficed till organization was correct, and a chance had been given for improvement of physique by food that could not certainly be obtained on the minimum wage.

12. A further cause of reduction of the total nutrient value of the ration results when there is neglect of the fact that, if persons are so hard pushed as to resort to test works, there must also be in their houses the old and infirm, or those who are *rightly striving* to keep the remaining cattle fed, that is to say, that the ration meant by the Famine Code to cover the cost of coolies on works accommodated in sheds, and provided with bazaars on the works, is not applicable to the condition of affairs when neither bazaar nor relief circles are formed.

Where "relief circles" are not formed, the worker is at a disadvantage not contemplated in regulating his diet.

13. To complete this method of consideration of wages, it is well to ascertain the actual food lived upon by the relief-workers as a result of the various factors enumerated, showing that certainly no "ample margin" existed. On examining, with their consent, the food of relief-workers on Chinnathambulam works taken haphazard, the following results were obtained:—

What can the relief-worker really procure in the way of food?

For one man and child—plain cholum pudding lb. 3·9, equivalent to 12·81 oz. dry grain.

For two men—nothing but plain cholum pudding 3 lb. 3¼ oz., equivalent to 12·81 oz. dry grain.

For three nursing women—cholum pudding, fragments of kora vegetable, cost 1 pie, green chillies 1 pie, salt 1 pie, total weight 3 lb. 2½ oz., equivalent to 12·625 oz. dry grain.

For two children and one woman—kungunny 2 lb. 2¾ oz. (with kora 3 pies, salt 3 pies), equivalent to 8·69 oz.

For five men—2 lb. 5 oz. cholum with green chillies 1 pie worth and salt 1 pie, equivalent to 9·25 oz. [This seems a very improbable amount; but the five men insisted that was all they could afford to eat, whilst bye-standers confirmed the statement.]

14. Although the condition of scarcity had not lasted more than two months, the state of relief-workers under the above condition on the Chinnathambulam and Adóni-Guntakal works cannot be regarded as reaching the standard set forth by the Famine Commission, namely, "the retention of the able-bodied labourer in a state of strength and health." The following was the result obtained by me on examination of the gangs in the localities stated:—

What is the effect on the physique of the relief-worker of the conditions under which the wages are received?

* Before my departure, a reduction in the task required was made by the Public Works Department Officer. This was none too soon, as the men were much overtaxed by the end of the day. My remarks apply to gravel digging.

Villages.	Number of ranges.	Men.				Women.				Children.			
		Good.		Poor.		Good.		Poor.		Good.		Poor.	
		Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.
Chinnathambalam works, Bellary district.	2	5	35·8	8	57·1	16	66·7	7	29·2	..	..	..	..
	13 and another.	42	62·7	14	20·9	29	34·6	38	46·2	..	..	..	..
	17	10	66·7	5	33·3	5	31·4	16	40·0	..	..	..	..
	18	..	..	..	..	11	42·1	13	34·2	..	..	..	..
	Total ..	57	59·4	27	28·1	72	39·8	74	40·9	..	..	..	..
Alur-Guntakal works, Bellary district.	1	7	53·8	6	46·2	23	62·3	17	38·6	..	..	..	..
	6	22	81·4	5	18·6	1	20·0	2	40·0	..	..	..	..
	7	26	89·7	1	3·4	17	58·6	5	17·3	..	..	..	..
	12	..	..	..	..	18	36·3	19	37·3	..	..	..	..
	13	17	70·8	7	29·2	..	..	..	..	..	..	..	..
	14	29	74·3	9	23·1	13	50·0	10	38·5	..	..	..	..
	15	..	..	..	..	12	41·4	12	41·4	..	..	..	..
	Total ..	101	76·5	28	21·2	65	45·7	65	35·3	..	..	..	..
Maddikera works, Kurnool district.*	1	..	..	..	..	10	66·7	10	33·3	..	..	..	..
	2	12	54·6	7	31·8	17	56·7	12	38·7	..	..	..	..
	3	6	29·4	9	52·9	13	41·9	11	61·1	..	..	..	..
	4	..	..	..	..	6	33·3	16	24·0	..	..	..	..
	5	4	57·1	3	42·9	47	70·1	..	..	..	..	..	..
	6	..	..	..	..	..	..	19	42·2	..	..	..	..
	7	..	..	..	..	24	63·3	8	18·7	..	..	..	..
	Total ..	21	45·7	19	41·3	119	57·6	71	34·3	..	..	..	..

Villages.	Number of ranges.	Nursing mothers.				Women.				Children.			
		Bad.		Good.		Bad.		Poor.		Bad.		Poor.	
		Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.
Chinnathambalam works, Bellary district.	2	1	·4·1	14	42·4	1	·4·1	7	29·2	..	..	..	..
	13 and another.	17	20·2	7	30·5	17	20·2	38	46·2	..	..	..	..
	17	8	22·9	5	23·8	8	22·9	16	45·7	..	..	..	..
	18	9	23·7	3	30·0	9	23·7	13	34·2	..	..	..	..
	Total ..	35	19·3	29	33·3	35	19·3	74	40·9	..	..	..	..
Alur-Guntakal works, Bellary district.	1	4	9·1	3	27·3	4	9·1	17	38·6	..	..	..	..
	6	2	40·0	4	33·3	2	40·0	2	40·0	..	..	..	..
	7	7	24·1	7	77·8	7	24·1	5	17·3	..	..	..	..
	12	14	27·4	1	8·3	14	27·4	19	37·3	..	..	..	..
	13	..	..	6	50·0	..	..	..	..	..	..	..	..
	14	3	11·5	4	26·7	5	11·5	10	38·5	..	..	..	..
	15	5	17·2	..	..	6	17·2	12	41·4	..	..	..	..
	Total ..	35	19·0	25	33·2	35	19·0	65	35·3	..	..	..	..
Maddikera works, Kurnool district.*	1	3	10·0	6	40·0	3	10·0	10	33·3	..	..	..	..
	2	6	19·4	..	..	6	19·4	12	38·7	..	..	..	..
	3	1	6·6	7	50·0	1	6·6	11	61·1	..	..	..	..
	4	4	6·9	..	..	4	6·9	16	24·0	..	..	..	..
	5	..	4·5	9	52·9	..	4·5	..	..	..	..	..	..
	6	..	6·3	..	..	..	6·3	2	18·7	..	..	..	..
	7	..	..	6	60·0	..	..	1	..	..	..	..	..
	Total ..	8·2	31	50·8	24	8·2	31	17	34·3	..	..	..	..

Villages.	Number of ranges.	Men.				Women.				Children.			
		Bad.		Poor.		Bad.		Poor.		Bad.		Poor.	
		Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.
Chinnathambalam works, Bellary district.	2	..	..	..	..	..	..	..	..	..	..	..	..
	13 and another.	..	..	..	..	..	..	..	..	..	..	..	..
	17	..	..	..	..	..	..	..	..	..	..	..	..
	18	..	..	..	..	..	..	..	..	..	..	..	..
	Total ..	..	..	..	..	..	..	..	..	..	..	..	..
Alur-Guntakal works, Bellary district.	1	..	..	..	..	..	..	..	..	..	..	..	..
	6	..	..	..	..	..	..	..	..	..	..	..	..
	7	..	..	..	..	..	..	..	..	..	..	..	..
	12	..	..	..	..	..	..	..	..	..	..	..	..
	13	..	..	..	..	..	..	..	..	..	..	..	..
	14	..	..	..	..	..	..	..	..	..	..	..	..
	15	..	..	..	..	..	..	..	..	..	..	..	..
	Total ..	..	..	..	..	..	..	..	..	..	..	..	..
Maddikera works, Kurnool district.*	1	..	..	..	..	..	..	..	..	..	..	..	..
	2	..	..	..	..	..	..	..	..	..	..	..	..
	3	..	..	..	..	..	..	..	..	..	..	..	..
	4	..	..	..	..	..	..	..	..	..	..	..	..
	5	..	..	..	..	..	..	..	..	..	..	..	..
	6	..	..	..	..	..	..	..	..	..	..	..	..
	7	..	..	..	..	..	..	..	..	..	..	..	..
	Total ..	..	..	..	..	..	..	..	..	..	..	..	..

* The opening of works here was manifestly too long delayed. The failure of children here, as compared with the result for the Bellary works, is marked.

In estimating the health state of the relief-workers from the above statistics, it must be remembered that the process of malnutrition, as contrasted with starvation is a slow one. The failure of the women, and more especially of the nursing mothers, before the men showed marked effects, must be regarded as but an ordinary sequence of events. In regard to children referred to, it is necessary to remember that they are those above five years of age, and not of that more perilous stage of life between one and five years.

15. In the preceding paragraphs, I have pointed to facts that influence the total nutriment for the wage afforded, especially with the object of demonstrating the fallacy of speaking of an "ample margin" being available. Leaving aside this question, I would now consider the diets from the point of sufficiency. It may be accepted as a fact that, unless the Jail Department has been guilty of gross extravagance up to date, the jail diets are calculated so that they allow nothing but what is requisite for "retaining an able-bodied labourer in health and strength." It would, therefore, be useful to contrast the diets obtainable (average daily) in jail and out of jail by the famine-stricken :—

District Jail diets—Hard labour.

Articles of diet.	Quantity.	Albuminoid.	Starch.	Oil.	Starch equivalent.	Salt.
	oz.	oz.	oz.	oz.	oz.	oz.
Ragi	24	1·752	17·568	0·360	18·396	..
Dhal	3·1	0·691	1·888	0·065	2·038	..
Oil	0·5	..	..	0·5	1·15	..
Vegetables, including 1·706 oz. condiments and garlic.	7·706	0·139	0·447	0·039	0·089	..
Meat	2·143	0·321	..	0·180	0·414	..
Salt	1·0	..	..	..	..	1·0
Total ..	38·449	2·903	19·903	1·144	22·087	1·0

Simple imprisonment for males (and females on labour) in District Jails.

Articles of food.	Quantity.	Albuminoid.	Starch.	Oil.	Starch equivalent.	Salt.
	oz.	oz.	oz.	oz.	oz.	oz.
Ragi	20	1·460	14·640	0·300	15·330	..
Dhal	3·1	0·691	1·888	0 065	2·038	..
Oil	0·5	..	..	0·5	1·150	..
Vegetables, including 1·706 oz. of condiments and garlic	7·706	0·139	0 447	0·039	0·089	..
Meat	1·7	0·255	..	0·143	0·308	..
Salt	1·0	..	..	..	..	1·0
Total ..	34·006	2·545	16·975	1·047	18·915	1·0

Sub-Jails.

Articles of diet.	Quantity.	Albuminoid.	Starch.	Oil.	Starch equivalent.	Salt.
	oz.	oz.	oz.	oz.	oz.	oz.
Ragi	24	1·752	17·568	0·360	18·396	..
Dhal	3·857	0·860	2·349	0·081	2·535	..
Oil	0·5	..	..	0·5	1·15	..
Vegetables, including condiments	7·5	0 135	0·435	0 038	0·521	..
Salt	1·0	..	..	..	..	1·0
Total ..	36·857	2·747	20·352	0·979	22·602	1·0

Vide 18 f 3

16. The utmost that can be proposed in the way of economy in the case of the jail diet is the increase of dhal and abolition of meat *; but, the endeavours would still be to secure the total proteids and starches. In this case, the ration is reckoned by allowing for wastage of grain, pulse vegetable and meat; not so however the famine rations. So that the rations allowed (ragi being the grain in each case) for a criminal and a famine-stricken population, respectively, may be thus contrasted with acknowledged standards of what is essential:—

* As has indeed been proposed by the Inspector-General of Prisons, Madras.

—	—	Albuminoids	Starch. equivalent.
		oz.	oz.
A. Hard labour	Jail	2·903	22·087
	Relief works	2·496	21·758
B. Moderate labour	Jail	2·747	22·602
C. Do.	Relief works	2·273	18·389
	Relief works	1·921	16·900
D. Simple existence	Jail	2·545	18·915
	Relief works	1·531	13·484

The necessary nutrient value of rations according to standard authorities—

Lethely's scale (108-*lb. man*).

	Nitrogenous.	Carbonaceous.
	oz.	oz.
Idleness	1·92	14 12
Ordinary labour	3·28	21·05
Active labour	4·18	25·18

Playfair's scale (108-*lb. man*).

—	Albuminoids.	Fat.	Carbohydrates.
	oz.	oz.	oz.
Absolute rest	1·4	0·36	8·64
Gentle exertion	1·8	0 72	8·64

Dr. Meinert's scale (quoted by Church).

—	Albuminoids.	Oils.	Starch.	Starch equivalent.	Ratio.
	oz.	oz.	oz.	oz.	oz.
Bare sustenance	2·184	0·774	7·735	9·514	1:4·56
Moderate work	3·038	1·452	12·889	16·230	1:5·34
Hard work	3·739	2·578	11 510	17·438	1:4·66

These standards represent the amounts requisite after allowing for the difference of weight between the average European and Native. I have taken 108 lb. as a fair estimate of the weight of the Madrassee. This is the weight obtained as the average in the Lunatic Asylum, Madras, in a population of about over 500.† I choose the Asylum population, because it represents average individuals (adult males) from all parts of the Presidency, as I believe the average Tamil and the agricultural labourer of the Deccan differ in weight.

† Average age, 33 years.

Irrespective of the small allowance of albuminoids exhibited in the Famine Code diets by the above contrasts, the absurd provision of 1 oz. for vegetable and condiments in the famine diets against that for jails (paragraph 15) is very striking. In short, the only further possible way of making an economy when contrasted with jail diets has been effected by the framers of the Famine Code *at the expense of*

How it has been arranged to give the relief-worker a cheaper diet than the criminal.

the vegetable diet. That he may live to-day, the relief-worker has, therefore, to run certain risks in the future. On these diets, slowly but none the less surely, scorbutic symptoms must show themselves. They must have been devised by officers who never saw the horrors of the so-called "famine ulcers" in the famine of 1877. At that time, men were to be found in hospitals in rows with their legs simply rotting from their bodies, as a result of this scorbutic taint, combined with absence of sufficient nitrogenous diet. A more recent instance of the attempt to live on just such a type of diet—somewhat better indeed—was exhibited in the fate of the followers in the various late Burmese expeditions, large numbers of whom passed through my hands in Mandalay in 1892–93. That large numbers of men broke down in health with symptoms of land scurvy in these expeditions is notorious. Their diet provided (wheat flour ration) 4·141 oz. albuminoids and 18·881 starches; but the antiscorbutic, or vegetable diet, was represented by ½ oz. *amchur*, which it is possible the exigencies of service did not permit them always to get.

The danger of straining too much at economy.

I consider that, in the Famine Code rations, exactly the same class of mistake is being made. Whilst, in the case of the A and B wage, it might be possible for the relief-worker to obtain the minimum amount of vegetable salts by contracting the purchase of the already too small amount of staple grain and "other items," this point is of distinct import when dealing with such finely drawn theoretical diets as afforded by the C and D wage; for it must be remembered that in these not only are the total starches and albuminoids diminished,

* D ration—Combined vegetables and condiments, = 0·5 oz.

but that vegetable diet * is brought to the vanishing point.

17. True, workers on diet C have normally but 50 per cent. of a full task; but what officer on relief works will adjust to this diet the task so as to compensate for distance walked from villages to works, the grinding of the day's provision, cooking the same and searching for fuel, not provided by the wage. Take the instance of the gangs from the Hathibelagal village. Certain of these walked about five miles in the morning starting from their homes in the dark at 4 A.M.; they worked at task labour from 7 to 12, and then had two hours' rest; worked from 2 to 5-30 P.M. and walked back five miles arriving at their village at about 9. They required from this time to 11 P.M. for cleaning, grinding, and cooking their food; they got to bed at about 12. This is, I hope, but an exceptional case; but 8 miles per day is not an unusual task. Ten miles per day equals 101·8 foot-tons or (0·47) nearly half a day's work. Unless, therefore, it is possible, in accordance with the refined calculation of the Famine Code as to the diet, to estimate not only the force requisite for the task, but also the total duty performed by the relief-labourer upon such a diet, it follows that the absence of any margin becomes a serious matter. Thus, with ragi grain, and not allowing for wastage, the C diet yields in albuminoids exactly that held necessary by Letheby for "idleness," and but 0·121 above that allowed by Playfair for "gentle exertion," a term that may be said to restrict motion to passing from one room to another, sewing with a needle and the like. Now, it is held that 400 foot-tons per day for the average able-bodied European represents a "hard day's work," and 300 tons is a "fair day's work." Reducing the latter task proportionately for the weight of 108 lb. man that I have assumed above, the task for an average day's work for a Madras native would be represented by 216 tons. But, the task required of the C class is but 50 per cent. of a full day's task; so that 108 foot-tons would represent the work required. If, however, the relief-worker has to march with a child weighing 16 lb. three miles to and from the work—a very common event—the amount of energy spent in marching alone represents 43·84 foot-tons, or 40 per cent. of the appointed task for the day. In short, in my opinion, so long as the standard aimed at is "to keep the able-bodied labourer in health and strength," the C wage is absolutely unsuitable for men *on tasked labour.*

It is not safe to adjust work and wages [diet] without allowing a margin.

The C wage should be abolished for tasked labour.

18. In the case of the D wage, I consider it provides a diet that ought to find no place in a system of relief, otherwise than for penal purposes. I have in paragraph 5 given reasons for believing that the relief-worker will not be guided by the light of scientific researches, and will most certainly not take care to provide a *quantum* of dhal with his one pound of grain. Further, he is saddled with the difficulty of not possessing one pound of prepared flour, but one pound of *unhusked grain*. Granting this, and assuming the unlikely contingency that he will correctly proportion his diet so as to gain the proportion of albuminoids according to the ideal of the Famine Code, the total diet would still represent 0·269 per cent. below what is necessary for "gentle exertion" according to Playfair, and no less than 0·653 per cent. below that held as requisite from the average quoted by Church for "bare sustenance," the calculations being in each case for a man of 108 lb. In discussing this diet more especially, it is seen how great the range may be of total nutrient value in accordance with the description of staple grain used. Thus, those who contend this slender ration is sufficient (paragraph 9, Government of India Resolution with G.O., No. 685, dated 24th September 1894) have much more sound argument on their side, when they rely upon wheat, which I believe is largely used in the north of India as the staple grain, the comparative figures being as follows:—

D wage is absolutely unsuitable otherwise than in wheat-consuming localities.

	Albuminoids	Starch.	Oil.	Starch equivalent
	oz.	oz.	oz.	oz.
Wheat	2·615	12·191	0·567	13·496
Cholum	1·943	12·815	0·695	14·414
Ragi	1·623	12·959	0·615	14·374
Rice	1·623	13·775	0·471	14·859

In this Presidency, the chances of the cooly getting wheat flour are out of the question; what must be contemplated is the use of either ragi or cholum, and, when all dry grains are exhausted, rice. Beyond the richness in oil, practically, in dealing with rice and ragi, the same nutrient value is obtained.

19. *Recommendations based on the foregoing remarks.*—Having then pointed out what I regard as faults existing in the Famine Code diets, it remains for me to suggest what I think is requisite. This must depend upon what are the intentions of Government as to the famine-stricken; if it abide by the standard of maintaining the labourer in strength *and* health, none of the diets will suffice, owing to absence of provision for vegetable salts. But, if the intention be simply to preserve a population, so as to buoy it over an unfavourable period not exceeding, say, three months, diets A and B will suffice for the purpose, remembering that in proportion as the population uses the the type of diet laid down in the Famine Code, and fails to spend a certain part of the scanty wage upon vegetable diet, or is unable to procure it in at least the form of sufficient tamarind, a scorbutic taint must be forthcoming that may bring mischief to a certain proportion; but, in diets C and D the risk becomes so great, that it should not be run even for this brief period. In short, I consider diet C unfit for use with relief-workers *placed on tasked labour*. Subject to the scorbutic risk, it would suffice for (1) untasked labour; (2) as the *minimum* for tasked labour resulting from "reductions," for short work; (3) for gratuitous relief and (1) for poor houses. Diet D should be solely the reward of *contumacious* refusal to work, and not the sustenance of weakly gangs "given enough exercise to maintain health," the nutrient value being such as to render it quite task enough that life should be retained, if it be persisted in day after day.

20. If the diets procurable by wages A, B and D then are retained, the following changes would be necessary:—

(*a*) The amount of grain should be added to, to an extent sufficient to cover loss by wastage, say 10 per cent.

(*b*) The wages should be increased to an extent sufficient to provide a margin that will secure about six ounces of vegetables in diet A, and proportionately in others, and for provision of fuel for town-dwellers.

(*c*) The rations calculated as procurable for each wage should be distinctly set forth in detail in the Code.

(*d*) A relief work distant from the casbah more than three miles should *invariably* have attached to it a bazaar from the moment the work is opened; when feasible, by private arrangement; but, failing this being possible, under official arrangements, so that the articles set forth in the ration allowed should be obtainable on the spot.

(*e*) To encourage the proportionate use of grains and pulses, a short note should be given to each head cooly calling attention to the desirability of so constructing a ration. At the bazaars, the ration should be exhibited by placards in the vernacular; also on the head cooly's muster roll. No interference with the relief-worker's actual purchases should be attempted.

(*f*) Whilst the calculation that condiments and "other items" will correspond to the proportion of grain allowed in the Code is ingenious and fairly correct, it is inapplicable when dealing with so finely estimated diets as those discussed. It does not follow that "other items" will fluctuate with the grain, or that there will be a "margin." It is consequently a round-about way of calculating, for which there can be no good reason. There can be no difficulty in the Tahsildar at the time he issues the statement of the equivalent wage, also quoting in detail the cost of "other items," and this I think should be *invariably* adhered to. It is an arrangement fair to the public funds, and fair to the relief-worker.

(*g*) Not the rates of the casbah but of the villages adjoining the works should be taken as the basis of the Tahsildar's notification.

(*h*) The change from cholum to ragi being distinctly to the detriment of the relief-worker as to total nutrient value of his diet, when cholum is the staple of the district a change to ragi or rice should not be made simply on the ground that the cheaper grain is *procurable* in the larger towns in the district. It should be proved distinctly that such change of conditions has occurred in the area affected as to have led to its free importation in *all the smaller villages*.

(*i*) The moment a test work has proved the necessity for employment the "circle relief" system on behalf at least of villages sending labourers should be started as the logical sequel; for it stands to reason that those who come for employment, out of necessity also leave the aged and infirm at home, whom they have to support from the wage received, although it is calculated for the support of one person only: the two systems must be *inseparable*.

(*j*) Equally, if the wage is to suffice, there should be no hesitation as to multiplying kitchens, so that they shall not be distant from gangs more than one mile, failing which a system of transport of food should be employed for distant kitchens.

(*k*) There should be three classes of labourers—the A, the professional, the B, or able-bodied but not professional, and C, the untasked and weakly. For those on the B wage the existing tasks for B and C should be retained *leaving it to the discretion of the officer in charge of the works what that task shall be.* Proportionate deductions for short work would then be possible down to the existing rates for the wage C. Any deduction below this must be solely as a fine, after due investigation by the officer in charge of the work and a special report should be furnished on the subject.* This is in accordance with section 106 of the Famine Code, and with, I believe, the opinion of most who have had practical experience of famine conditions. The assumption that famine works would become "unduly attractive," or that relief-workers would be persistently idle is, under the special circumstances, very erroneous; except in the immediate neighbourhood of large towns, the typical relief-workers (agricultural labourers) are disciplined with the greatest ease; they regard joining a relief work as a degradation, and will not resort to it till absolutely obliged. If they fail to turn out a required task, it is a matter of ten to one that the supervision is bad, or that the organization of

* It should always be required that this report be accompanied by a declaration that the organization of the gang as to proportion of men, women and children, and its equipment as to provision of tools were correct.

the gang is absurd as to proportion of men and women, or that, as occasionally happens, what with length of journeys from the village to the works, they literally are unable to cope with the duty required, or are so dispirited by repeated fines and private hardships as to be morally unfit to make the effort. I consider, when attempting relief upon the special system relied upon in the Code, that the question of tasking and fining is far too delicate a matter to be dealt with successfully within the limits permitted in G.O., * No. 728, Revenue, dated 18th December 1896. On the opposite, I respectfully suggest that the only safe policy for Government to assume is that the officer in charge of the works is primarily responsible that tasking is judiciously arranged as to each gang, and ensure that this responsibility has due check by inspection by superior Engineer Officers and Medical Officers specially detailed for sanitary duty.

* Communicated with B.P., dated 26th December 1896, No. 460.

(*l*) To effect proposals in the foregoing paragraph, medical inspection of each work should be arranged for systematically. If Medical subordinates at disposal are insufficient to enable one to be on each work, inspection should be arranged for at least every fortnight by an itinerant officer. Each gang should then be inspected, and the officer in charge should be bound to decrease the total task expected, if in the opinion of the Medical Inspector given in writing this is necessary.

(*m*) Male children of 12 years of age should not be classed in future as men; the outturn of these little boys cannot fail to be less than the adult man he represents. In consequence, the gang with several such little boys in it is liable to suffer by deductions. Young children, from 7 to 12 years, might be allowed from one-fourth to half wage; those from 12 to 16 invariably three-fourths wage. I believe that the working of the order as to regarding "all persons of 12 and upwards on relief works as adults (section 120, Famine Code) is a constant cause of short work, and consequent unreasonable reduction to the wage of their adult fellow workers. For example, I have seen gangs supplied with earth by excavating by adults of 12 years of age with women carrying earth for them who could have carried twice the amount excavated. I have seen little boys armed with pick-axes who, weighed against these implements, had little in their favour. Even when these adults (!) have broken a basket of stones, they require aid to lift it on their heads. I am convinced that this is a fundamental error as to economy and imperils the whole system of relief works.

(*n*) *The necessity for the "ample margin" that has not been provided by the Famine Code.*—Fuel has to be bought by the relief-worker when in the neighbourhood of towns. In rural areas the worker gathers his own fuel, but these efforts imply daily greater distances, by one or more members of the family, to be travelled—even if the fuel consist of nothing but old jowari roots; as, perhaps, there are 4,000 people daily who share in the search. On the other hand, in towns, vegetables are readily procured, and the price of grain is usually less than in the village, although the opposite would seem the reasonable result.

It is therefore possible, by having a margin over the bare dry grain ration, to meet the requirements of both urban and rural areas, without making separate scales for each. Remembering fully the necessity of being just to the tax-payer as well as to the relief-worker, and taking care to disturb as little as possible sanctioned conditions of the Famine Code, I regard the following as the least wages that can be recommended, so as to secure the minimum of both grains and vegetable food, and yet hold the hope that both strength and health shall be retained by the relief-worker :—

Table showing proposed revised famine wages and ration (the example being worked at 15 seers per rupee).

—	A.		B.		C.		D.	
	Oz.	Value in pies.	Oz.	Value in pies.	Oz.	Value in pies.	Oz.	Value in pies.
	Males.							
Grain	26·7	10·7	24·1	9·6	20·3	8·1	17·8	7·1
Dhal	4 0	2·75	3·5	2·4	3·0	2·1	2·5	1·7
Salt	1·0	0·75	0·9	0·7	0·7	0·5	0·6	0·45
Oil	1·0	2·3	0·9	2·1	0·7	1·6	0·6	1·4
Tamarind and chillies.	2·0	2·5	1·8	2·3	1·4	1·8	1·2	1·5
Vegetables and fuel.	..	3·0	..	2·9	..	2·9	* ..	0·85
Total cost in pies ..	22		20		17		13	
Total cost in grain ..	oz. 55 or lb. 3-7		oz. 50 or lb. 3-2		oz. 45½ or lb. 2·10½		oz. 32½ or lb. 2-0½	
	Females.							
Grain	22·2	8 9	21·0	8·4	17·5	7·0	15·6	6·2
Dhal	3·3	2·3	3·0	2·1	2·6	1·8	2·2	1·5
Salt	0·8	0·6	0 78	0·58	0·6	0·4	0·5	0·375
Oil	0·8	1·8	0·78	1·76	0·6	1·4	0·5	1·15
Tamarind and chillies.	1·6	2·0	1·57	1·96	1·2	1·5	1·1	1 375
Vegetables and fuel..	..	2·4	..	1·2	..	0·9	* ..	0·4
Total cost in pies ..	18		16		13		11	
Total cost in grain ..	oz. 45 or lb. 2-13		oz. 40 or lb. 2-8		oz. 32½ or lb. 2 0½		oz. 22½ or lb. 1-6½	

* No fuel is allowed.

A. Represents professional labourers.
B. Represents able-bodied adult untrained labourers.
C. Represents untasked labourers, gratuitous relief, minimum wage arrived at by deducting for short work for classes A and B
D. To be employed for penal purposes only, viz., for contumacious refusal to work, &c.

Children.—Wages will vary according to age, powers of work and requirements from one-fourth to three-fourths of those for adults.

By way of affording a contrast, I quote the figures proposed by the Famine Code Committee of 1882 (*vide* Board's Proceedings, No. 396, dated 27th May 1892) and the existing Famine Code rates.

Table contrasting the rates now proposed and those of the existing Famine Code with those fixed by the Famine Code Committee of 1882—worked in pies.

—	Males.				Females.			
	A.	B.	C.	D.	A.	B.	C.	D.
The Madras Famine Code Committee ration (*vide* paragraph 11 of Board's Proceedings, dated 27th May 1892, No. 396).	27	21	17	..	20	17	13	..
Existing Famine Code rates at 15 seers per rupee.	17	15	13	12	15	14	12	11

This Committee was aided by that thoroughly reliable and experienced sanitary authority, Dr. Cornish. The demands of this Committee were, in my opinion, just and reasonable. If I have offered a diminished ration, it is not because I think demands should be abated, but because I presume the decision of the Government against that Committee's recommendation was guided not by physiological considerations, but unanswerable financial problems, of which it alone can comprehend the full difficulties. I have, therefore, in making these recommendations, held before me the task of asking that *at least the minimum requirements* shall be subserved.

READ—again Memorandum of the Board of Revenue (R.S., L.R. and Agri.), dated 19th December 1896, Mis. No. 6787, calling on the Collectors of Kurnool, Bellary, Anantapur and Cuddapah to report, at a very early date, the actual cost of purchasing the amounts of the "other items" included in a relief worker's ration—both maximum and minimum—at Owk, Adóni, Tadpatri and Jammalamadugu.

READ—also the following letter from C. M. MULLALY, Esq., Collector of Kurnool, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated 5th January 1897, Dis. No. 23-Eng :—

With reference to the Board's Memorandum, Mis. No. 6787, dated 19th December 1896, I have the honour to give below the actual cost of purchasing the "other items" for the relief work at Owk :—

	Maximum.		Minimum.	
	OZ.	PIES.	OZ.	PIES.
1. Dhall	4	4	2	2
2. Salt	5	½	0·33	¼
3. Oil	1	3	0·33	1
4. Condiments and vegetables	1	1½	0·50	¾
Total ...		9		4

READ—also the following letter from M.R.Ry. S. RAMU IYER Avergal, B.A., Deputy Collector, Adóni Division, to the Collector of Bellary, dated 8th January 1897, Dis. No. 49 :—

In returning the Arzi Dis. No. 4453, dated 28th December 1896, of the Tahsildar of Adóni, reporting the price of "other items" included in the wages of relief-workers under section 120 of the Famine Code, I have the honour to report that his calculations are correct, but the prices of dhall and salt as ascertained by him at the date of his enquiry (26th December 1896) differ slightly from what I ascertained by personal enquiries. I found that dhall sold at As. 1–8 to As. 1–10 a seer and salt 4½ pies, as against As. 1–11 and 5 pies, respectively, quoted by the Tahsildar. In the latter part of last month, there was a temporary rise in the price of salt owing to the breach on the Madras Railway.

2. I append a memorandum of my calculations. It will be seen therefrom that, taking the latest quotation of the price of yellow cholum, that is, 16·12 Imperial seers per rupee, the consolidated A class wages (As. 1–4) gives the labourer 2 pies less of other items than he is entitled to under section 120, if ghee is allowed; but that, on the other hand, it allows him nearly half a pie in excess of the cost of other items if oil is substituted for ghee. The consolidated minimum wage (10 pies) gives the labourer an advantage of ⅓ pie or 1 pie according as ghee or oil is allowed.

3. You are aware that the labourer does not eat dhall except on special occasions, and still less ghee. Of course, he makes up for the want of dhall by eating more of grain. I do not think that any labourer, if he can help it, will take less than three-fourth seer of grain. Taking all things together, the consolidated wage seems to me to duly provide for other items.

Endorsement by R. H. CAMPBELL, Esq., Acting Collector of Bellary, dated 11th January 1897, Dis. No. 195.

Copy with the calculation sheet submitted to the Board of Revenue, with reference to B.P., Mis. No. 6787, dated 19th December 1896. The result of my own enquiries at Adóni, is to show that the wage just covers the cost of "other items" allowed for in the Code.

READ—also the following paper :—

Letter from M.R.Rv. M. V. NARAYANASAWMI PILLAI Avergal, B.A., Special Deputy Collector, Jammalamadugu Division, to the Collector of Cuddapah, dated 28th January 1897, Dis. No. 29-F. :—

In reply to your foot-note, dated 22nd December 1896, on Board's Memorandum, Mis. No. 6787, dated 19th December 1896, I have the honour to submit herewith a statement showing the actual cost of purchasing the amounts of "other items" in the taluks of this division.

2. In section 120 of the Famine Code, the cost required for fuel has not been included in the "other items." As this expenditure is absolutely necessary, I have exhibited its price also in the above statement. The price of the staple grain (ragi) to the on the date to which the prices of the "other items" relate is noted below :—

Taluk.	Date.	Price.
Proddatur	31st December 1896	19·0 Imperial seers.
Jammalamadugu	30th „ „	18·0 „
Pulivendla	27th „ „	13·0 „

3. In order to find out whether the grain allowances are unduly above or below the actual cost of the other items, a statement (No. II) is prepared and herewith submitted.

4. While the differences between the prices of the staple grain in the different taluks is large, the cost of purchasing "other items" does not vary proportionately. According to the prices reported by the Tahsildars, the coolies who earn the maximum wages are put to loss even leaving the cost of fuel out of consideration. In Pulivendla, there is a small saving owing evidently to the high price of the staple grain. In the minimum wages, there is a saving generally in Pulivendla and Jammalamadugu, and the loss in Proddatur is trifling. If the cost of fuel is included, the coolies who earn maximum and minimum wages have to be considered as sustaining loss alike by the adoption of the price of grain in lieu of the actual cost of the "other items" making up the ration.

5. I do not know for what reason the cost of fuel has not been provided for in the Famine Code; but fuel is required for cooking. On receipt of the Tahsildars' reports, I myself made experiments to see what the cost of fuel required would be, arranging the cooking most economicably. The result was that the Tahsidars' estimates were not above the mark. Generally, the cooly classes do not purchase firewood, but they collect dried leaves, &c., which answer the purpose. But now that the coolies on the work are expected to turn out the required task, they find little or no time to collect fuel. Some of them during the midday interval collect some fuel; but they have to wander about all the time and the interval cannot be called an interval of rest.

6. I take this opportunity to state that the relief-worker never does, at present, as a rule, purchase either the pulse or the ghee or the vegetables provided for. All that he gets is, a little salt, tamarind and chillies and he makes this into a "chatni" (ಚಟ್ನಿ). This costs him a pie or a pie and a half and for the remainder of the wage he gets, he purchases ragi and cholum. The adult cooly on the relief works eats at one meal more than can be cooked out of 45 tolas of ragi, the C class wage for a whole day. Besides, some coolies who have number of young children do not bring all the children to the works. Some are left at home owing to the distance of the works from their homes. These have to be fed out of the wage paid at the works. For these reasons, the relief-workers cannot afford to purchase pulse or ghee or vegetables, and they rest satisfied with the "chatni" that they make.

Endorsement by A. C. TATE, Esq., Collector of Cuddapah, dated 1st February 1897, Ref on C. No. 8298-Rev.

Forwarded to the Secretary to the Commissioner of Revenue Settlement and Director of the Department of Land Records and Agriculture, with reference to Board's memorandam, Mis. No. 6787, dated 19th December 1896. Information regarding the cost of purchasing "other items" has been tabulated also for Proddatur and Pulivendla.

Resolution—dated 18th February 1897, No. 144.

The valuable report forwarded by the Sanitary Commissioner with his letter, dated the 27th January, will be submitted for the consideration and very early orders of Government. The report deals with matters which are of the first importance in any scheme for affording relief to the distressed, and the drawbacks to, and deficiencies of the present system, to which Surgeon-Lieutenant-Colonel King draws attention, are most serious.

2. As an introduction to a discussion of the subject, the Board would draw attention to paragraph 184 of the report of the Indian Famine Commission, 1880, referring to certain main principles which should be kept in mind in times of famine.

The Commissioners stated that—

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

3. The paragraph above quoted was printed in the appendix to the letter from the Government of India, read in G.O., No. 1006, Revenue, dated 18th August 1883, in which the first Madras Famine Code was discussed. Together with it, the evidence of the most experienced administrators of the famine relief in 1877–78 in Madras and Bombay is given; whilst, in the same Proceedings of the Madras Government, a valuable letter from Surgeon-General Cornish on the subject of famine wages is also printed. A perusal of these papers is necessary to a full comprehension of the subject.

4. Under the first Madras Famine Code, the wages offered to relief workers were made up of the money value of certain fixed amounts of grain, *plus* certain fixed sums of money. The latter were arbitrarily fixed upon the best information available, at the time the Code was framed, as to the money value of the items other than grain required for the support of the labourers. Dr. Cornish defined these requirements, in a letter read in G.O., No. 1188, Revenue, dated 13th August 1881, as follows:—"Besides the grain allowance, a working adult man in famine times would require at the least 4 ounces of pulse, ½ an ounce of salt, ½ an ounce of pepper or condiment, 1 ounce of ghee or oil, *and* a daily *modicum* of green herbs or vegetable, with corresponding quantities for women and children." No better authority could be quoted. The quantities here mentioned, except that the "*modicum* of green herbs or vegetable" is there reduced to 1 ounce, are practically identical with those laid down as the maximum ration specified in the Provisional Famine Code of the Government of India.

5. No changes were made in the scale of wages prescribed in the Code above mentioned until after a discussion originated by the Government of India, which is to be found in the papers printed in G.Os., No. 839, Revenue, dated 11th August 1892, and No. 685, Revenue, dated 24th September 1894. This discussion arose from a representation by the Supreme Government that the Madras scale of wages was unduly liberal in the condition of prices that now prevails, and is likely to prevail in the future. At the same time they indicated (paragraph 11 of their Resolution No. 6-44, dated 17th March 1892) the general lines of the policy they desired to be followed, as follows:—

"Following the Famine Commissioners' recommendations, labourers on relief-works may be classified according to their capability for work. The classes adopted in the Provisional Code are: A, skilful and able-bodied accustomed to the kind of work required; B, able-bodied accustomed to work; C, able-bodied not accustomed to work; D, others. Classes A and B may receive a full wage, *i.e.*, a wage equivalent to a ration sufficient to keep an able bodied labourer in health and strength, together with a margin. The margin may be more liberal for class A when it contains a small percentage than when it is allowed to include a large percentage of able-bodied labourers accustomed to work. The wage of class C will not exceed the full wage, and should be determined in general accordance with the principles of sections 133 and 134 of the Provisional Code."

These proposals were referred to this department only for report, and apparently the conclusions of the Government embodied in its Order No. 839, Revenue, dated 11th August 1892, were arrived at on a consideration of the question from an administrative point of view, and without any special consideration of the possible physiological consequences of the changes proposed. The main conclusion then arrived at was that a simple method of calculating the money wage would be a great advantage "provided the wage admits of a small fraction being spent on condiments and vegetables" Such a wage would be found, the Government stated, in "the money equivalent of 2½ lb. of the staple grain *husked*, or of flour in the case of ragi, for a man, 2 lb. for a woman and 1¾ or 1¼ lb. for a child," and this, it thought, would not be excessive as a standard wage. That is, *the wage was to be the same for all classes*, but, as an encouragement to industry, extra work was to be rewarded by slightly increased pay. *The principle of equal wages for all workers* is no doubt correct. That is, that the sustenance required in all classes is equal or, as Dr. Cornish put it, in paragraph 4 of his letter read in G.O., No. 1188, Revenue, dated 13th August 1881, in reference to the draft Famine Code prepared by the Secretary to the Famine Commission—

"I cannot agree with the statement in paragraph 13 of the Code that the labourers in classes 3 and 4 would necessarily require less sustenance than those of classes 1 and 2. Their enfeebled condition and inability to do a full day's work might be due to precious privation, the only effective remedy for which would be rest and judicious feeding. The attempt to work any classes, but the able-bodied in famine times is, in my opinion, a mistake, which, if there be any truth in physiological science, is most certain to be attended by great disaster to human life."

Surgeon-General Cornish further observed that—

"The present Code is no doubt the outcome of certain experiences gained during the late famine, but it should not be forgotten that, as regards the saving of life, the various labour diets resorted to in Mysore and Madras were not in any way efficacious. I do not wish it to be inferred that I would abolish all labour tests for famine relief, but that, as regards the enfeebled and wasted, whether old or young, much discretion should be exercised in the exaction of work as a condition of relief."

6. The conditions under which the standard wage was to be offered are very clearly stated in paragraph 7 of G.O., No. 839, Revenue, dated 11th August 1892, and were, briefly, that the wage should be paid on the performance of a properly adjusted task, to ensure which fining within certain limits was necessary, but that "*in no case should fining be carried so far as to reduce the wage below a certain limit.*" The limit or minimum, beyond which fining was not to be permitted, was practically the grain equivalent of the wage for days of rest, and the minimum wage of the Government of India, except that allowances were also to be made for loss in husking or grinding. This, however, it was then noted, could be accepted only as "a penal wage," as experience had shown that the so-called subsistence allowance, which was greater, was not sufficient for subsistence. The Government also considered this wage too low for the allowance that is given when work is suspended, and proposed a higher rate for days of rest. The scale then determined on was as follows:—

	Standard.	Rest day.	Penal ration.
	LB.	LB.	LB.
Men	2·5	2·0	1·75
Women	2·0	1·75	1·50
Children A	1·75	1·50	1·25
„ B	1·25	1·00	1·00

7. The wages herein proposed represented the deliberate conclusions of the Madras Government, which stated that there was "a consensus of opinion amongst the district officials that a ration of that amount (to include the cost of condiments) would only be just sufficient to keep the people in their ordinary state of health," but it is, in the light of Surgeon-Lieutenant-Colonel King's report, doubtful whether sufficient allowance was made for the essential provision of "a daily modicum of green herbs or vegetable."

8. In its Circular Resolution, No. 6—44, dated 17th March 1892, the Government of India issued final orders regarding the revision of the Famine Codes of all provinces, but in that circular it only dealt with the question of the sufficiency or insufficiency of the "subsistence ration," and stated that "the ration was determined in 1883 after consultation with medical experts, and after careful comparison with standards adopted in jails and elsewhere." It also stated that "wages based strictly upon it were during the recent scarcity found sufficient," although, as shown in the Madras G.O. above quoted, that was not the experience in this Presidency, even when the value of the equivalent in flour, instead of in unhusked grain, was allowed. In an appendix to that Resolution a calculation was given to show that in both the maximum (A class) grain wage, and in the minimum (D class) an ample margin was left for fuel, &c., and for fluctuation in prices, and this margin has since been held to be so ample as to obviate the necessity for making any allowance for loss in husking—memorandum read in G.O., No. 244, Revenue, dated 9th June 1896, paragraph 26.

9. The circular above quoted laid down wages in terms of grain equivalents as follows:—

Class.	Men.	Women.
	LB.	LB.
A	2·625	2·375
B	2 375	2·25
C	2·0	1·875
D and minimum	1·75	1·4375

No attempt was, however, made to show, for the B and C class workers, what amount of "other items" was required, nor was it stated how much of the grain equivalent was intended to furnish funds for their purchase. Apparently, in framing this scale, the deliberate recommendations of that high authority, Surgeon-General Cornish, above quoted (paragraphs 4 and 5 *ante*) were not considered.

The scale proposed was, however, adopted for classes A, B and C by the late Mr. Clogstoun without demur, but, both he and the Madras Government protested regarding the insufficiency of the proposed minimum wage. This protest was based on the teachings of experience only, and, as is shown in the paper now under consideration, would have been overwhelming had the proposals been considered in their physiological aspects. To this protest, the Government of India declined to listen.

10. The Sanitary Commissioner now shows that, both on physiological considerations, and by comparison with jail diets, the rations laid down are inadequate, if the workers are to be maintained in health and condition, even if the whole of the grain wage reaches them.

Although it does not affect the conclusions arrived at, it may first be pointed out that the Sanitary Commissioner has made a slight error in the calculations on which the computations in paragraph 1 of his memorandum are based. Instead of the unhusked grain, entered in column 3 of the table there given, flour or cleaned rice should have been entered. As to the distribution of the "other items" for class B and C wages, for reasons above noted, Surgeon-Lieutenant-Colonel King has followed the only method available. In result, the theoretical value of the diets would be rather higher than he works them out, and the figures given in the first, instead of the second, table in paragraph 4 should be used for comparative purposes. The final result, however, is much the same, owing to the fact that there would then be less "margin," and this will be seen when considering the data given in paragraph 7 of the memorandum.

11. In order to show how deficient in proteid matter the Famine Code rations are, the Board has brought together below the figures given at paragraph 16 of Surgeon-Lieutenant-Colonel King's paper, and corrected them with reference to the above remark:—

—	Albuminoids.			Starch equivalent.		
	Meinert's scale.	Jail.	Relief.	Meinert's scale.	Jail.	Relief.
	oz.	oz.	oz.	oz.	oz.	oz.
Hard labour	3·739	2·903	2·662	17·438	22·087	21·337
Moderate labour	3·038	2·747	2·403 or 2·030	16·230	22·602	21·13 or 17·927
Rest	2·184	2·545	1·623	9·514	18·915	14·374

The significance of the very marked deficiency in proteids is alluded to in paragraph 5 of the note under consideration, and the Board begs to draw special attention to the fact that, even if the grain wage provided the worker with the means, there would be no security that he would, and almost a certainty that he would not, purchase therewith a properly balanced ration, while the wage will not permit him to purchase such a ration, even if he appreciated the necessity for doing so. Continued disregard of such physiological requirements can have but one result.

12. Besides the fact that, on the B, C and D class wages, the relief-workers cannot, if they will, obtain a properly balanced ration; there is another aspect of the matter of equal importance. The margin does not allow of their purchasing "a daily modicum of green herbs or vegetable," which are essential as antiscorbutics. At paragraph 7 of his memorandum, Surgeon-Lieutenant-Colonel King gives the results of attempts to purchase the "other items" of the rations. In these calculations, one-ninth should be added to the cost of the grain portion of the wage to allow for loss in grinding or making flour. If this be done, the results are as follow:—

Class.	Standard wage.	Cost of the ration at				
		Adóni.	Hatti-belagel.	Kosgi.	Bellary.	Pattikonda.
	AS. P.	AS. P.	A. P.	AS. P.	AS. P.	A. P.
A	1 5	1 5·3 / 1 5·9	..	..	1 6	..
B	1 3	1 4·08	1 6·8	1 4·6	..	1 5·32
D	0 10	10·34	..	..	..	..

These figures, so far from suggesting that there is an "ample margin" allowed by the Code rates, point to the reverse. The conclusion is confirmed by reports received by the Board from Collectors showing the cost of purchasing the "other items" in various affected districts. The results of these enquiries are summarised below:—

Cost of purchasing the "other items" of relief wages and the margin left.

Districts.	Pulse.	Salt.	Ghee or Oil.	Condiments and vegetables.	Total.	Maximum wage at prices of January.	Margin for grain.	Quantity of grain purchaseable.
	Maximum—A Class—Males.							
	PIES.	PIES.	PIES.	PIES.	PIES.	PIES.	PIES.	TOLAS.
Kurnool	4·00	0·50	3·00	1·50	9·00	17·00	8 00	50·00
Bellary	2·41	0·26	2·38	1·50	6·55	18·00	11·45	66·79
Anantapur	3·26	0·30	4·29	2·50	10·35	19·00	8·65	48·66
Cuddapah	3·00	0·33	3·00	1·50	7·83	16·00	8·17	54·81
	Minimum—D Class—Males.							
Kurnool	2·00	0·25	1·00	0·75	4·00	11·00	7·00	43·75
Bellary	1·20	0·18	0·78	0·75	2·91	12·00	9·09	53·03
Anantapur	1·63	0·20	1·43	1·25	4·51	12 00	7·49	42·13
Cuddapah	1·50	0·25	1·00	0·75	3·50	11·00	7·50	50·31

If allowance be made for necessary loss in husking or grinding, instead of having in class A 60 and in class D (minimum) 40 tolas of flour, the amounts of grain purchaseable would yield:—

	Flour.	
	Maximum.	Minimum.
	TOLAS.	TOLAS.
Kurnool	45·0	39·4
Bellary	60·0	46·7
Anantapur	43·8	37·9
Cuddapah	48·3	45·8

Enquiries are being made as to the amount of condiments and vegetables that can be purchased for the sums mentioned, but, in Bellary, it appears that the amounts purchaseable even with a maximum wage are absurd, and, practically, in no case do the relief-workers get A class wages. In Cuddapah, the Special Deputy Collector reports as follows in the matter:—

"The relief-worker never does at present, as a rule, purchase either the pulse or the ghee or the vegetables provided for. All that he gets is, a little salt, tamarind and chillies and he makes this into a 'chatni' (ಚಟ್ನಿ). This costs him a pie or a pie and a half, and for the remainder of the wage he gets, he purchases ragi and cholum. The adult cooly on the relief works eats at one meal more than can be cooked out of 45 tolas of ragi, the C class wage for a whole day. Besides, some coolies who have a number of young children do not bring all the children to the works. Some are left at home owing to the distance of the works from their homes. These have to be fed out of the wage paid at the works. For these reasons, the relief-workers cannot afford to purchase pulse or ghee or vegetables and they rest satisfied with the 'chatni' that they make."

13. The Board considers that the comments of the Sanitary Commissioner on the Famine Code wages and diets are amply justified, and, this being so, it is its duty, as being entrusted with the administration of all measures for the relief of distress, to urge upon the Government the necessity to rectify the errors, and to remove the drawbacks to the system as soon as possible, in order that the relief offered may meet the requirements of the case as specified in paragraph 112 of the report of the Famine Commission.

14. The remarks made so far are based on an assumption that the relief-worker would, in return for ordinary industry, receive full wages. Most of the persons who resort to relief works would ordinarily be placed in class B, but, as shown by the Sanitary Commissioner, whether from delay in offering them relief, from insufficient wages, or what not, the proportion of workers found to be in good condition is only about half, the rest being in poor or bad condition. The inevitable result, unless tasks are re-adjusted with a liberal hand, must be failure to turn out the tasks demanded in B class; fining for some days till the wage reaches a vanishing point; loss of strength; reduction of class B to class C, and then the same process would, under the inappropriate wage for that class, again go on until the workers reach the weakly gangs, or are sent to the kitchens to be fed gratuitously.
Two main causes work to this end:—

(1) Insufficient and inappropriate rations.
(2) Unrestricted and unsympathetic fining.

On the former point, the views of the Sanitary Commissioner demand the earnest attention of Government; on the latter, the Board would, most respectfully, request that, on reconsideration, the Government will revert to the policy set forth in 1892, which is that so forcibly urged by the Sanitary Commissioner in his memorandum under reference. In particular, the most earnest consideration of Government will be drawn to the fact that the C class diet is unfit for relief-workers placed on tasked work. This appears to have been the view of Government in 1892, and D class diet

is, as Government then remarked, only suitable as a punishment, whilst, the Board would point out, as stated in paragraph 131 of the report of the Indian Famine Commission, that, even in the case of contumacious characters, "care should be taken that the penalties for wilful idleness, in the form of deductions from the wage, should not be so large or so often repeated, as to have the effect of reducing the food of the labourer below what is necessary for subsistence." It was the belief that the recent orders of Government ran counter to this principle which led the Board, in its Proceedings, dated 15th December 1896, No. 436, to point out the dangers involved in the course it understood the Government wished to be followed, and especially prompted the remarks made in paragraph 4 of that Proceedings. When that Resolution was drafted, the Board was not aware that the Famine Code wages contravened physiological principles so greatly, and were so far at variance with the experience gained in jails in this Presidency, and it had only to guide it the empirical deductions of the Madras Government of 1892, in arriving at which the Sanitary Commissioner was not consulted.

15. Besides the risk of loss by fines, the relief-worker has no margin to guard him from "loss which may be inflicted on him by administrative errors, or peculation on the part of subordinates, or other analogous cause." For one day a week he receives the minimum wage only; and as, under the recent orders of Government, village relief is not to be given in any form, he or she often has a number of dependants at home, whose subsistence has to be provided for out of the inadequate wage. In these latter aspects, the system at present laid down for Madras contrasts most unfavourably for the distressed who need and seek relief with that adopted in the North-Western Provinces and Oudh (*vide* G.O., No. 14, Revenue, dated 9th January 1897). There the workers reside on the works and can, therefore, devote their whole energies to the tasks demanded; practically, all are placed in class B; youths and girls above sixteen years are classed as adults, not those above twelve years; as a rule, only the men of the gangs are liable to fines; a wide margin is allowed in fixing the task according to the capacity of the gang; wages are not allowed to be reduced below the penal ration prescribed in article 103 of the North-Western Provinces Code; and, finally, to dependants gratuitous relief on a most liberal scale is given. As to the latter particular, the Board requests that the attention of Government may be given to the following figures, compiled from the *Gazette of India*, showing the numbers relieved on works as dependants, at poor-houses, and otherwise in the three provinces of Madras, Bombay and the North-Western Provinces during three successive weeks. The figures speak for themselves.

—	Numbers.		
North-Western Provinces.			
Relief workers	522,916	664,247	805,695
Dependants	123,052	125,973	165,611
At poor-houses	50,617	57,590	60,665
Otherwise relieved	99,106	176,544	222,137
Total ..	795,691	1,024,354	1,254,008
Bombay.			
Relief workers	178,585	197,546	222,155
Dependants	78,316	83,617	93,767
At poor-houses	7,994	11,062	11,277
Otherwise relieved	..	..	..
Total ..	264,895	292,225	327,199
Madras.			
Relief workers	20,833	24,882	30,744
Dependants	..	..	..
Gratuitously fed in kitchens	1,749	2,070	2,736
Otherwise relieved	6,259	6,974	7,255
Total ..	28,841	33,926	40,735

16. From paragraph 5, &c., *supra* it is clear that the original, and, the Board would respectfully submit, the proper, theory was that all classes require an equal quantity of food. If there is any difference, it should be in favour of, not against, classes B to D. The weaker a cooly is, the more and the better food he requires to bring him into condition. The Board would, therefore, urge that the classification under A, B, C and D should have reference solely to the hereditary occupations and physical condition of the workers, not to the amount of food which they require. In its Proceedings, dated 26th January 1897, Government, after pointing out that the Board had failed to apprehend the system of relief works as laid down in the Famine Code, proceeded to enunciate the safeguards provided by the Code for the Government and for the cooly. The safeguard for the Government was the "rigidity" of tasks and fining. The safeguard for the cooly was the "elasticity" allowed by the change of gang from one class to another. Unfortunately, the "elasticity" which safeguards the cooly is one which gives him less to eat; a ration which has been condemned on the highest scientific authority as insufficient to keep him in health and strength, and which, on the lower scale, has been denounced by the Madras Government itself. The Board has always insisted, as strongly as Government itself, on the necessity for exacting tasks, provided only that these tasks are fair. The relief-cooly is always willing to do a fair task, and, as Surgeon-Lieutenant-Colonel King now observes, there is no danger of the relief works being "unduly attractive", for, in the rural tracts, attendance on them is more or less a degradation. Respectable caste women and girls burst into tears when inspected at Maddikera. The Medical Officer present said that they were hysterical. Possibly, but through sorrow and shame at their fallen condition. It is most difficult to get caste children or caste destitutes into our kitchens, as oppobrious epithets commonly attach to those who frequent them. This is not peculiar to India. "Soupers" and "tickets for soup" are terms of abuse commonly applied to the poor in receipt of relief in Ireland. Poor old women reject with scorn the offer of food in a kitchen, preferring to break stones under the Deccan sun rather than eat an unearned ration. The blind prefer to break stones all day rather than accept the kitchen ration. There are two such cases at Yadiki. For the safeguards enumerated by Government, the Board would most respectfully suggest a rigidity, not in tasks and fining, but in the quantity of food earned by the worker, and an elasticity, not in reducing his class, and consequently his wage, but in adapting the task to his capabilities. Government will be sufficiently safeguarded, so far as expenditure on works goes, by the fact that only extreme pressure will bring the cooly on the works, and by the loyalty and honesty of its own officers.

17. There is another point on which the Board would again, respectfully, request a reconsideration of the orders of Government, viz., the prohibition of gratuitous relief in villages. The Famine Code says: "A rise to the 'scarcity rate', from time to time fixed by Government, in the staple food-grain or grains of the district is a sure indication of the existence of severe scarcity calling for the immediate introduction of relief measures." We have had scarcity rates, more or less, for three months. The early dry crop was nearly all lost, and the later-sown dry crop is also generally a complete failure. The temporary lull, while the petty harvest goes on, alone keeps the poor from crowding to our works, as they will within from three weeks to a month. Many of them are stinting, and have been stinting, themselves. The Code says "in the early stages of distress, unless otherwise directed by Government, relief for all who cannot earn wages on relief works, and are otherwise unable to support themselves shall be restricted to the grant of cooked food at central kitchens established for the purpose." The phrase "unless otherwise directed by Government" does not, the Board would respectfully submit, mean that the Code leaves a discretion as to the time when gratuitous relief shall begin, but as to the form which it shall assume, whether it shall be granted under section 64 or under sections 83 and 84 of the Code. In its Proceedings, dated 16th January 1897, Mis. No. 255, Government stated that there was at present no need to appoint Circle Inspectors. In its Proceedings, dated 30th December 1896, No. 760, Revenue, Government held that the reports submitted to it "did not show that gratuitous relief was likely to be needed in any portion of the

affected tracts for a very considerable time to come", adding that "it is needed only when the season continues bad for a long time in order to save life, but should not be started till then." This view, the Board respectfully submits, is not that laid down for guidance in the Famine Code. If relief is withheld until life is in peril, it will be given too late. The true principle of famine relief is that the people are to be taken in time, and before they have fallen off in condition, and handed over in the same state of health when relief operations close. The Sanitary Commissioner now sounds the same note of alarm. He speaks with professional authority. The Board supports him. It is possible that, at first, the gratuitous relief required in villages may be small, but the nuclei of administration should be formed early, lest, when the crush comes, the authorities should be unequal to the work of organization.

18. With the recommendations of the Sanitary Commissioner, made in paragraphs 19 and 20 of his note, the Board is in almost entire agreement, but in reference to the detailed statement in paragraph 20, it would remark regarding—

(*b*) on the necessity for an ample margin, the Board is at one with the Sanitary Commissioner, but, on the question of the actual amount of vegetable, with which it would include tamarind, required, it offers no opinion. The matter is one for experts.

(*c*) that the particulars should be asked for from the Government of India;

(*d*) and (*j*) instructions in this sense will be issued to all Collectors;

(*e*) this may be done, and the Sanitary Commissioner will be asked to draft the note;

(*f*) the Board considers that the balance of convenience is in favour of a single grain equivalent, so long as an "ample margin" is allowed, but this margin does not now exist.

(*g*) and (*h*) instructions in this sense have been issued;

(*i*) the greatest importance should be attached to this;

(*l*) Collectors will be requested to arrange through District Medical and Sanitary Officers for the systematic inspection of all and, if possible, periodical weighment of some of the gangs, on all works;

(*m*) the change is desirable not to say imperative, and is in accordance with practice in the North-Western Provinces; according to the task tables a boy of 11 counts as one unit and a boy of 12 as four units. In fact, the latter is supposed to do the same work which could be done by 4 boys of 11. This is absurd; and finally

(*a*) and (*k*) are practically what the Madras Government urged in 1892.

19. These Proceedings have been unavoidably delayed. Two paragraphs had been accidentally omitted in fair-copying the Sanitary Commissioner's letter, and a reference had to be made to him at a remote place in Kurnool; and while they were passing through the press, the Famine Commissioner was continually changing camp in the four Deccan Districts. The Sanitary Commissioner, also, required some alterations to be made in his letter after it was in print.

(True Copies and Extract.)

(Signed) R. V. SRINIVASIAR,
Secretary.

To the Secretary to Government, Revenue Department.
" Sanitary Commissioner.

Exd. P. Seetharam.

REVENUE DEPARTMENT.

1897.

Board of Revenue

(Revenue Settlement, Land Records and Agriculture),

MADRAS.

Printed March th.

Proceedings, 18*th Feb.* 1897, *No.* 144.

Famine wages and rations.—Submitting to Government remarks in regard to—and soliciting early orders on the subject.

II

Taluk

	Rate of wages the payment in which the Police of other villages were as fixed in statement No. I.	Maximum wages according to Form H i.e. excluding other items	Maximum wages according to Rs. 24-11-3 i.e. excluding other items.	Maximum difference i.e. amount available for meeting cost of purchasing other items according to Col. 5	Maximum cost of purchasing other items according to Col. 6	Minimum gain or loss to the cooli as regard, excluding the cost of purchasing other items	Minimum wages according to Rs. 24-11-3 i.e. excluding other items	Minimum difference i.e. amount available for meeting cost of purchasing other items.	Minimum cost of purchasing other items according to Col. 9	Minimum loss to Coolies as regard excluding the cost of fuel	Remarks
1	2	3	4	5	6	7	8	9	10	11	12	13
	Imperial Seers	a.p				k	a.p			p	L = Loss G = Gain
Proddatur	19.0	1-1	0.8	0.5	0.7¼	L2¼	0.8	0.5	0.3	0.3½	L-½	
Jammal madugu	18.0	1-2	0.8	0.6	0.9½	L3½	0.10	0.5	0.5	0.4	G+1	Ghee
	do	1-2	0.8	0.6	0.7⅚	L-1⅙	0.10	0.5	0.5	0.3½	G+1½	oil
Pulivendla	13.0	1.7	0.11	0.8	0.9⅓	L-⅓	1.0	0.7	0.5	0.$\frac{13}{36}$	G+$\frac{23}{36}$	Ghee
	do	1.7	0.11	0.8	0.6⅝	G+1⅛	1.0	0.7	0.5	0.$\frac{31}{36}$	G+2$\frac{5}{36}$	oil.

(Sd) T. Runga Rau
Jr. Asst. Collr.

(True copy)

2.2.97 2.2.97

H C Dlw
2-2-97
Collector

37-37
B

D 4 2,000—25-7-94.

I

Statement showing the actual cost of purchasing the amounts of other items in the three taluks of the Jammalamadugu Division.

Taluk	Maximum											Minimum									
	Pulse		Salt		Ghee		oil		Condiments + Vegetables		Total cost	Pulse		Salt		Ghee.		oil		Condiments + Vegetables		Total cost
	Quantity	Cost	Quantity	Cost	Quantity	Cost	Quantity	Cost	Quantity	Cost	Cost of fuel common to all	Total cost including fuel	Total cost excluding fuel	Quantity	Cost	Quantity	Cost	Quantity	Cost	Quantity	Cost	Cost of fuel common to all	Total cost including fuel	Total cost excluding fuel
1	2		3		4		5		6		7	8		9		10		11		12		13	14	15	
	oz	R.a.p	oz				oz		oz					oz										
Proddatur	4-0	0.0.2½	0.5	0.0.¼	-	-	1-0	0.0.3	1-0	0.0.1½	0.0.3	0.0.10¼	0.0.7¼	2.00	0.0.1¼	0.33	0.0.¼	-	-	0.33	0.0.1	0-5-0	0.0-1	0-0-3	0-0-6½	0-0-3½
Jammala-madugu	do	0.0.3	do	0.0.⅓	1.00	0.0.4⅔	-	-	do	0.0.1½	0.0.3	0-1-½	0-0-9½	do	0.0.1½	do	0.0.¼	0.33	0.0.1½	-	-	do	0.0.¾	0.0.3	0.0.7	0.0.4
	do	0.0.3	do	0.0.⅓	-	-	1-0	0.0.3	do	0.0.1½	0.0.3	0.0.10⅝	0.0.7⅝	do	0.0.1½	do	0.0.¼	-	-	do	0.0.1	do	0.0.¾	0.0.3	0.0.6½	0.0.3½
Pulivendla	do	0.0.3	do	0.0.⅓	do	0.0.5	-	-	do	0.0.1	0.0.3	0.1.⅓	0.0.9⅓	do	0.0.1½	do	0.0.⅐	do	0.0.1¼	-	-	do	0.0.½	0.0.3	0.0.6 13/36	0.0.3 13/36
	do	0.0.3	do	0.0.⅓	-	-	do	0.0.2½	do	0.0.1	0.0.3	0.0.9⅝	0.0.6⅝	do	0.0.1½	do	0.0.⅐	do	-	do	0.0.¾	do	0.0.½	0.0.3	0.0.5 31/36	0.0.2 31/36

(Sd) T. Ranga Rau
for Supdt. Z. Bd.

(True copy)

2/4/97

KS
2.2.97

A C Sahib
2.2.97

Collector

G.O. No. 295
4-5-97.

Govt print

D/4 2,000—25-7-94.

REVENUE DEPARTMENT.

C No. 1[illegible] and 2170 from the ~~Board~~
Sanr
C. No. 1979 from the Board
C. No. 1884 from the Govt of Madras
C. No. 2170 from the Sanitary Commr

From

Recorded separately

Dated 189 .

FOR ORDERS.

Draft to G.O. 30/4/97.

Sanitary Commissioner's report

The B.P. read above embodies the Sanitary Commissioner's report on the sufficiency of relief wages which the Members of Govt. have already seen. The Board in effect endorses all the Sanitary Commissioners conclusions and has taken steps to carry out such of the recommendations in para 30 of his report as it is in its competence to give effect to without reference to Govt. It however points out a slight error in the Sanitary Commissioner's figures. In calculating the theoretical nutrient value of the rations given in section 120 of the Code the Sanitary Commissioner takes 24 oz. of unhusked grain as the grain portion of the wage instead of the same quantities of 24 oz. of husked grain, or of flour in the case of ragi; if this change be made the nutrient values of the rations will come out slightly higher but at the same time the insufficiency adverted to in para 7 of his report of the actual money wages paid to procure these rations will be slightly more marked; this however does not affect the main argument. The Govt. having accepted the conclusions of the Sanitary Commissioner in para 18 of his report it is presumed the Govt.

The B.P. (C No 1979) and the draft to this G.O. refer to the letter of 20.2.97 6297/116-1 and this G.O. and the B.P. —

(1) that in our opinion the rates are and be raised as the San. Comr. recommends, but that we do not think it right to press this opinion on the G.O. as they have already decided against it as positively, & as in Para 10 of the B.P.

(2) that other Provinces has declared the rations were insufficient in Para 12 of the B.P.

(3) that we think that the G.O. and the B.P. should not be allowed to give an additional [illegible] in special cases

regular working wages should not be less than the B wages, & that C wages should be the minimum below which fining is

India should now be addressed in view to the necessary changes being made in the regulations contained in the code about wages and rations.

2. In this connection attention is invited to the letter from the Govt.of India in C.No.1084. In its special telegram to the Govt.of India d/10th Feb.last, the Board stated that the relief wage had been reported inadequate by the Sanitary Commissioner, and that Govt.now desires to have a detailed report on the subject. It observes that no such complaint has reached it from any other province of India, and enquires whether the insufficiency complained of refers to the full wage allowed by th Code, or to the minimum wage, or to the wages below the minimum actually earned by the workers as the result of fines imposed for short work; The draft order on the above current passed by the Hon'ble Members refers the Govt.of India's letter to the Board for very early detailed report; but we know now that the minimum wage and even the full wage of one class of C are declared insufficient, and the Board can tell us little more than what is contained in the Sanitary Commissioner's memorandum and its remarks thereon. It is therefore submitted that the above memorandum and the Govt.of India letter may now be disposed of. In order, however, to decide in what terms to address a reply to the Govt.of India it is necessary to have a clear idea of how the present wages and rations have come to be adopted in the place of the liberal wages of the old Madras code and how far the Govt.of India is likely to accede to our representations.

FOR ORDERS.

Not allowed in ordinary cases.
(4) That it has been found necessary to direct
Letter from India
that wages shall be fixed with reference to local prices prevailing in villages near a work, not those ruling in a distant centre, & to allow two miles that children of 12 and 13 should be treated as adults & direct that children from 12 – 16 and be taken as equivalent to 2 or 3 child units for work, but shall never be less receive than wages of adults be 1/3 or 1/2 of adult wages to allow
The F.O. and other that the 1/3 of 1 has been added with regard to local variations of wages, & that these other points are dealt with in the F.O. in file II JG 22/3/97

+ It seems hardly judicious to change anything in this matter and the W^ment views a suggestion may have valuable & of assistance to Govt.

16/3/97.

+ I doubt much anything will be gained by waiting for a reply to the letter of the 23. It has said all it can say in the Pro volumes the Sam. Comm' report. JG 22/3/97

Section 125 of the old Madras Code

Famine Commission's Rations

The above I would add a foot-note pointing out the mistake noticed in the Office note at the passage marked F, near the close of the Note. I would also suggest that a monthly allowance might be made permissible for fuel, in cases in which it is found specially necessary.

F.H. 28.3.97

It is important to remember this.

17.3.97.

Elliot Code

Any further remarks of the previous history of this matter will be found in the W^n Govt. printed vide draft code attached with G.O. 723 9-5-81. Hy KP in G.O. No. 839. Rev. dated W^n Augst 91. flagged E6.

3. The new result of the expert medical evidence collected after the famine 1876-78 as to the amount of food necessary in India for the sustenance of adult males (1) doing full work (2) doing light work (3) and maintained in idleness as in relief houses, is contained in para 184 of the Report of the Indian Famine Commission 1880, a portion of which is extracted in para 2 of the B.P. in the current. The amounts necessary are here stated to be respectively 1½ lbs, 1¼ lbs & 1 lb of meal or flour or husked grain with a suitable proportion of pulse and with a margin for the purchase of salt, pepper and other condiments and fire wood; women are stated to require a little less than the above and children under twelve from one-fourth to half as much. It may be noted here that all the rations since adopted from time to time by this Govt., by the other Local Govts. and by the Govt.of India have for their basis the quantities noted above and that in all these rations the grain portion is meal or flour or husked grain.

4. The Famine Commission had also expressed the opinion that a set of rules should be drawn up for guidance in case of future famine, and a draft code was accordingly drawn up by their Secretary Mr Elliot embodying the main principles to be observed, and which when finally passed was intended to serve as a model which the Local Govts. and Administrations were to copy with such modifications as the varying local conditions of the different provinces may necessitate. According to this

draft, laborers were to be classified into the following five classes:-

(I) Ordinary piece work or task-work gangs, composed of ordinary laborers of the P.W.D., skilled laborers and those who are accustomed to manual labour of the kind demanded.

(II) Those employed at full relief rates composed of able-bodied laborers.

(III) Light labour gangs.

(IV) The old and the decrepit.

(V) Special gangs composed of men reduced by want or illness and in the process of convalescence.

The wages recommended were for ~~(I)~~ class I
A little more than class (II) but not more than the value of the work turned out at departmental rates modified with reference to the prevailing high prices.

Class (II). 1½ lbs of flour or rice, plus ½ anna.

Class (III) & (IV). 1¼ lbs of flour or rice plus ¼ anna.

Class (V). To be under medical observation and to be paid class (II) rates with any other sustenance which the medical officer may deem necessary.

5. The above draft code was circulated to Local Govts. and Administrations for remarks in 1881. The Madras Govt. referred it to certain selected officers for remarks, and subsequently a Committee was appointed to consider the suitability of its provisions and to frame a local code on its basis. Dr. Cornish the then Surgeon-General was one of the officers ~~to~~ to whom the draft was referred and was also on the Committee,

classification and leave

Section 9

Full tasks.

Three-fourth tasks

Half tasks.

Less than half tasks.

Nominal tasks.

Section 13

wages

adult male rations. The word adult in this note only adult male rations are referred to.

the old Madras code

G.O. letter 1188-89 13-8-81 1 & 11

classification

Sections 19+24 of the old Madras Code

s. 25 ibid

s. 24 ibid

wages

vide G.O. letter at page 1 & 9 & 1188 dated 13-1-81 paras 2 & 4

It must be noted here that the famine of 1876-8 prices went up to 7, 6 & even 5 seers per rupee. The fixed money portion though liberal according to present prices would have then fetched only ¾ to 1¼ lbs of grain. The money portion was fixed with reference to these high prices

and it was in this connection that he recorded his remarks which are now frequently referred to by the Board. In the code drawn up for Madras the Committee divided the laborers into three classes only classes (I) & (II). Same as in the s. of Mr. Elliot's Famine Commission Code.

Class (III) consisting of persons able to perform from half to three-fourths of the full task. Laborers in the lower classes were to be removed to the higher as they improved in health, strength, and skill. ~~Early~~ Where children or pulse ~~number~~ belonging to laborers' families when it was undesirable to separate from their male relatives to be given light employment on the works and the rations of class III (~~less~~). Laborers were apparently to be formed into gangs in which members of the same family were to be kept together as far as possible.

As regards wages Dr. Cornish was of opinion that the money portion of the wage in Mr. Elliot's draft Code was altogether insufficient to purchase the necessary quantities of pulse (4 Oz.), salt (½ oz.), pepper or condiment (½ oz.), ghee or oil (1 oz.) and greens & vegetables, fuel and He also objected to the principle assumption in Mr. Elliot's draft that laborers in the III + IV classes, required less food for their sustenance than those in class II the higher. The following wages were finally ~~therefore~~ adopted:-

Class (I). 1½ lbs. of grain plus 1½ annas.

Class (II). 1½ lbs. of grain plus 1 anna.

Class (III). 1¼ lbs. of grain plus ¾ anna

Minimum (also gratuitous) 1¼ lbs of grain plus ½ anna

The piece work system or payment by results was to be preferred in the case of all descriptions of work capable of being set out and measured; but task work to be permitted in th case of laborers unaccustomed to work together who were to be allowed to get though their tasks separately. Fining was allowed at the discretion of the officer in charge for short work not due to weakness on the task work system, but never so as to reduce the wage below the minimum; the officer was to exercise discretion and patience and not to fine except in extreme cases.

6. On receipt of the remarks and observations of the Local Govts. and Administrations on Mr. Elliot's draft code of the Famine Commission, the Govt. of India drew up what is now known as their provisional code and circulated it for adoption to all Local Govts., except Madras. which had already drawn up its code. In regard to the wages of the Madras Code the Govt. of India expressed a fear that the fixed money portion which somewhat exceeded the margin which the Famine Commission recommended for the purchase of condiments &c, might prove unduly attractive. To this the Madras Govt., after taking the opinion of the Sanitary Commissioner replied that the wage of the II nd and III rd class under which the bulk of the famine labourers would come was by no means excessive, and that the slightly higher rate allowed for 1st class laborers was intended to leave them a small margin for disabled relatives in

Sections 119

Section 120

Section 131

Govt of India on the old Madras Wages

para 4 of the letter in G.O. 1006

Flags F4

para 7 of G.O. 1006

Flags F4

and Bombay as well as in Mad-

7

in consideration of the fact that a full task was exacted from them; and there the matter was allowed to rest at the time.

Provisional Code

Sections 59 and 71.

7. The classification adopted in the provisional Code was,

Professional agency

(a) Professional laborers.

(b) Laborers but not professional.

(c) Weakly.

Civil agency

(a) Laborers but not professional.

(b) Able-bodied but not laborers

(c) Weakly.

The wages prescribed w[illegible]

Maximum

d-our 24 o[illegible]

e minim[illegible]

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Hence the task as D.C. consists except that instead of ½ oz curds + vegetables oil, 1 oz condiments or vegetables are allowed. There is no maximum for fod

Sections 132, 133 + 134

wage and a

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Provisional Code

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the value of the minimum. The above classification and wages and the ma--ximum limit for task work, appear to have be naccepted in all the provinces in the north. In Bombay the classi--fication in Mr. ~~Pillets~~ Elliot's Code was adopted but as regards wages the -- Govt. of that presidency went on the principle that a person who ~~does~~ did the full work that his physical energies render him capable of performing -- should receive the full wage. The - maximum wage was taken at 2¼ lbs. of unhisked grain and the minimum 1¾ lbs. Clas es I, II and III were on the - above principle to get the maximum ~~Famine~~.

lso class V whichrequired drew up what

tment, but class IV consist-

visional code

and the decrepit were

tion to all Local

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So far as could be ascertained old codes available

Punjab (Sections 76, 122, 170 + 171)
N.W.P (33, 65, 120 + 121)
Ajmere (34, 71, 127 + 128)

Old Bombay Code

old Bombay code Section

Section 64365

Provisional Code Confirmed

Paras 6 to 11 of the Resolution of the Govt dated 24th August 1893 in G.O 685 / 24-9-95 flagged Q.

§§ 19 + 24 of the old Madras Code

9

Rajaputana and Bombay as well as in Madras, and apparently in the light of the experience gained then the Govt of India has directed that the rates and classification should be adopted universally. The distinction between Professional and Civil agency was however abolished; thus reducing the old six fold classification into the present four whose description, however is the same as in the provisional Code. The maximum and ~~minimum rations~~ are retained but grain equivalents are given for them, as also the wages in grain of the B, and C classes. Professional labourers on relief works as not, of old, to get wages at the departmental rates but only the wages of A class. The task of this class is to be fixed at the amount usually performed by ordinary labourers, and the task for the various classes to be as marginally noted:-

A	Full task
B	85 to 90 p.c. of full task
C	75 p.c. of full task.
D.	Reasonable amount of healthy employment.

Labourers were to be formed into gangs and to each gang a task was to be prescribed according to the above scale, and on the performance of it in whole or in part each member of the gang was to get the wage of his class in whole on in part in proportion to the work turned out by the gang. The maximum limit for task-workers of ¾ full wage is not repeated. The correspondence which preceded the adoption of the present classification and rates in Madras will now be briefly referred to. It may be observed in passing that under the letter of the old Madras Code as also in Mr. Elliot's & the old Bombay Code labourers were to be classified according to their capacity for work, while

Correspondence of 1892-93

9.

G.I. letter dy 9-3-92 in file
384
22-1-92 flagged H2.

Madras classification criticised

G. letter dy 17-3-92 in file 6
834
11-2-92 flagged Ea

Section 19 of the old code

under the provisional code (which is also the present system) they are to be classified according as to their previous occupation, i-e, according as they are professional labourers of the P.W.D. or merely ordinary labourers, or able bodied persons not coming under the designation of labourers in the usual acceptation of the term. In March 1892 when relief operations were in progress in this Presidency the Government of India drew the attention of this Government to the fact that there were considerable numbers of women and children as compared with the men on relief works, and called for information as to the character of the employment given to women and children, the amount and nature of the tasks allotted and scale of wages earned; the impression of the Govt. of India being apparently being that the wages were unduly attractive and that the women and children came on the works and supplements the earnings of their male relatives engaged otherwise. In another communication d/ 8 days later the Govt dwelt on the circumstance that the classification of labourers in the Madras Code was somewhat indefinite in as much as Class I as described therein might be taken to include the bulk of the agricultural population of the district, and enquired whether it would not be desirable to fix the wages wholly in grain as in Bombay,

observing that the money portion of the Madras wage was originally fixed with reference to a condition of prices which was not likely to recur, and that when a portion of the wage was fixed in money the real value of the wage varied from time to time - with prices and also from the wages - fixed in kind in other provinces. As a matter fact only a very few labourers were placed in the 1st class and these were confined to marks under professional agency, the vast majority being placed in class III with permis- -sion to earn class II wages on per- -formance of class II tasks. When the letter of the Govt. of India was re- -ferred to the Board, the Commissioner proposed to do away with class I al- -together as very few professional - labourers came on Civil Agency relief works and to have the marginally noted 3 new classes. As regards wages, he was of opinion that fixing a portion in money had the undesirable effect of rendering relief works unduly attractive at a time when prices were relatively low, and he approved the proposal to have the whole wage fixed in grain, suggesting a uniform rule of 2 1/2 lbs. for all classes (Bombay principle) - with permission to the I st & II nd classes to earn 1/2 lb. and 1/4 lb.

Class	Task	Wage lbs.	Extra work to earn extra wage.
I	75 p.c.	2 1/2	25 p.c.
II	50 p.c.	2 1/2	10 p.c.
III	Nominal	2 1/2	

Further representations from Madras unsuccessful

In C.O 685 24-9-94

more by doing extra work; for the mi
wage he proposed 1¾ lbs. In forwardi
the Board's report to the Govt.of In
the Local Govt.recommended the follow
scales:-

Task	Standard wage Husked grain of flour
Class I.50 p.c.	2½ lbs.With permissio
	to earn ½ lb more by d
	75 p.c.
Class II 50 p.c.	2½ lbs.
Class III Light work	2½ lbs.
Minimum wage	2 lbs.

The Local Govt.observed that the standa
wage though ¼ lb better than in Bombay
was not more than just enough to keep th
people in their ordinary state of health
As regards the minimum wage it is stated
that 1¾ lbs. was not enough as the coolie
on the relief work at Markapur who on the
average earned enough to buy 1 39 lbs.
grain, showed marked symptoms of deterio
ration, and that 2 lbs.was necessary. It
will be noted that the standard proposed
by Govt.was really ½ lb. better than the
Bombay wage, as the latter was an unhus-
ked grain; further first class labourers
could under the scale earn 2 lbs.flour
by doing 75 p.c.While the corresponding
class II in Bombay could earn only 2¼ lbs
unhusked by the same amount of work.

16. The orders of the Govt.of India are contained in paras 6 to 11 of its Resolution dated 24th August 1895, No. 55-55 referred to in para 8 above . The labourers are to be divided into four classes with maximum wages of 2 5/8 lbs.

3 5/8 lbs. and 1¾ lbs.of unhusked grain; the last is also to be the minimum wage not to be exceeded without reference to the Govt.of India. An endeavour was made to get th Govt.of India to raise the D Class and th minimum wage to 2 lbs., and to reduce the B and C classes tasks to 75 and 50 p.c.of the full task. The Govt. of India agreed to the reduction of the tasks, but was not prepared to reopen the question of the sufficiency of the minimum wage. In regard to the latter it said that th minimum ration was determined in 1885 afetr consultation with medical experts and after careful comparison with standards adopted in jails and elsewhere, and that wages strictly based on it were found sufficient during the scarcity of 1891-92.

It is well to note here that so far as th maximum ration is concerned the Govt.of India has adopted exactly the same quantities of grain, dhall, salt, and ghee or oil, as Dr. Cornish, who Dr. Cornish also recommended ½ oz.condiments plus modicum of vegetables and allowance for fuel in addition, but the Govt.of India adopts instead only 1 oz.condiments or vegetables and supposes that the ample margin in the grain equivalent is sufficient to cover fuel &c.IT has since admitted that the scale" has designedly been reduced to the lowest safe point". As regards the principles on which its scale of wages is based, reference may be made to para 11 of its Resolution in G.O.859 dated 11th August 1892 in which it says that A & B Class labourers shuld receive a full wage(i.e.

paras 2(1) + 2(2) of the above G.O.

G.O. Letter 1142/5-2 at para 4 of G.O. No. 96 Fly'd Q. Also para 4 of G.O. 685 24-9-94 Fly'd Q.

India's admission on the precedent

G.O. letter dt 24-11-96 in G.O. 39 20-1-97

i.e.sufficient to keep able bodies in health and strenght) together with a margin, and that / the C Class should receiv only a full wage.

Calculation of grain-equivalent of rations

II

The process by which the Govt.of India has arrived at the grain equivalents of the maximum and minimum rations of section 120 of the Code is given in Appendix 2 of their Resolution. They begin with maximum and minimum amounts of grain stated by the Famine Commission to be necessary for sustenance, namely 1½ lbs.and 1 lb, and take their money values at 12 seers per rupee. These values are one anna and two-thirds anna. Then they take the aggregate money value of the other items allowed at current prices; these come to·566 anna and·346 anna for the maximum and the minimum of the other items. The ratios which these bear to the corresponding money values of the grain portion of are 566/1000, i.e. over a half, and 346/667, i.e.over a third. Upon this calculation the total grain wage should be a little over 2¼ lbs (1½+½ of 1½) for the maximum and a little over 1 1/5 lbs (1+1/5 of 1) for the minimum, but the Govt.of India allows ¾ in each case for the other items thus arriving at 2 5/8 lbs.(1½+¾ of 1½) and 1¾ lbs (1+¾ of 1), leaving in its own words an " ample margin for fuel &c. and for fluctuation in prices". The Board and the Local Govt.at first supposed that by grain was meant husked grain or flour. In para 36 of the memoranium accompanying their letter of the

G.O. 685 24-9-94 Fly'd Q.

16

8th August 1895 however they say that though the first item of the ration is flour or husked grain, the grain equivalent is prescribed in terms of unhusked grain, the depreciation thus caused in respect of the item being compensated by the liberality of the equivalent in the case of the remainder. The ample margin has thus to cover (1) fuel (2) &c., (3) fluctuations in prices (4) loss by husking or husking and pounding. It however appears from section 175 of the present Punjaub Code that on a representation from the Local Govt. they will be prepared to make an allowance for fuel.

12 The Govt of India has nowhere stated what the grain portions and the other items are for B and C class wages and it has been asked about it. But remembering that it is following the Famine Commission's recommendation for the grain portion and that the Commission gave 1¼ lbs as the food required for light work, it is almost certain that out of the adult male B wage (2 5/8 lbs). 1¼ lbs is the grain portion and 1 1/8 (the same as in the A Class) is the equivalent of the other items; this is also how the adult female A wage is made up. The adult male C wage is probably made up of 1 1/8 lbs grain and 7/8 lbs grain equivalent, the latter being roughly one-half the sum of the maximum and minimum. Subject to approval the above has been inserted in the draft G.O. so as to enable the Board to put clause 3 of section 120 into operation pending reply from the Govt of India

13 The resume given above will enable

Suggested Rations for B & C class labourers

Deviations from the Code and ...

appendix II after ... 685

Giving statistics

old Mad. ss 119-120-131.
old Bomb. ss 65-190
old N W P. ss 37 + 50
old Punjab ss 176
old Ajmere. ss 55 + 56

enable Members of Govt. to see the position we stand in this matter towards the Govt. of India. The points on which we have to go up to that Govt. must next be considered. In His Excellency's and the Hon'ble Members' famine notes & notes on other papers the following deviations from the code are ordered :-

i. Calculating relief wages at local rates instead of at Cusbah rates (sec: 121)

ii. Counting boys of between 12 and 16 as 2 or 3 units for work while paying them full wages. (Sec. 120 clause 4 and Foot-note Form F appendix III)

iii. The principle in sections 97 & 100, and in rule 28 of appendix VI, of payment proportionate to the tasks turned out is practically abandoned.

iv Placing all labourers in A or B class. (section 96.)

v. Placing the weakly in class C. (sec. 96)

vi. Modification of rule 8 appendix vi.

Of the above i and vi are not likely to be objected to by the Govt. of India, nor perhaps (ii). This last is based on the Hon'ble Mr. Bliss's note. In the N.W Provinces, however, a child of 7 to 16 is equal to 1/3 adult and gets ¼, ½ or ¾ full wage according to age.

The principle in (iii) was not stated so definitely and point blank in any of the old codes. There were vague expressions about piece-work and payment by results, leaving probably much to the discretion of the

officer in charge. The present addition to our code was made in accordance with the instruction contained in the Govt. of India Resolution of 1893 ⊗. The late Mr. Clogstoun who revised the Code also stated from his Experience of the famine of 1891-92, that payment should be by results subject in certain cases to the minimum wage. A perusal of paras 34 & 35 of his report in G.O. 685, d/24th Sep. '94 would show that in his opinion fining even below the minimum was necessary to make coolies work. But his experience related to a time when wages were liberal & would have sufficed for healthy existence even after deductions for short work. However that may be, in now insisting that fining shall be restricted to clear cases of malingering or insubordination, we are only emphasizing what is already contained in sec: 106, and perhaps no reference need be made to India. The effect of this instruction will, however, be to abolish fining practically, & as even when there is proper supervision the gangs are sure to work indolently & lazily & to turn out short work, without being actually contumacious or insubordinate. This appears to have been the experience of Mr. Clogstoun. We have thus to rely upon effective supervision for what is now self-interest roused by supplied by the principle of proportionate payment which is practically abandoned

para 8 of G.I. Resolution No 685- dated 24th Sept 1894
Cf. Present N-W.P. code S.74
Present Punjab - 134 & 138

⊗ Vide para 2 above (Madras)

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Govt. of Ind
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in a period
for the
f 1891-92
Burmah,

14 The limiting of labourers to classes A & B is against the principle enunciated in the Resolution of the 24th Aug: 1893 and is likely to be objected to ~~by~~ by the Govt of India: but our action may be justified at the present stage of distress, & before it becomes unjustifiable we shall

Limiting labourers to class A or

probably have got a reply from that to our reference. It has already been stated that the Govt. of India objected in 1892 to the definition of class I in the old Madras Code on the ground that it might be taken to include the whole of the able-bodied agricultural population, & that under the system laid down in 1893 labourers have to be classified according to occupation. this view is confirmed by the statement of the Govt. of India that its classification assumes a knowledge of the previous history of the labourers. Now, it appears from the returns received in the Board's Office that the only section of the community on relief works likely to come under class C as now defined are weavers. The relief of such as these as have not yet come under weavers' relief will shortly be separately provided for and then all labourers should according to the Code be placed in Class A or Class B. The draft G.O. is worded accordingly. But should distress deepen there will certainly be C-class labourers.

Para 6 of the G.I. R in No 685 dated 8-1-97 to D.

Putting the Weakly in Class C

Putting weakly labourers on C-class wag is also against the principle of the Govt. of India Resolution. It is perhaps well not to order this without previous reference to India.

Insufficiency of the C & D wages

15 ~~15.~~ Orders also solicited, with reference to the Sanitary Commissioner's conclusion that the C- wage is altogether insufficient to procure the barest necessary amount of food & condiments, as to whether the Govt. of India is to be addressed

Vide paper numbered I appended to this note containing Extracts from the telegrams received in the Board's Office.

ddressed in view to making that wage the
inimum wage and the gratuitous relief
ration, and adopting D wage as the penal
ration. As has already been stated, the
C-wage is intended by the Govt. of In-
dia to give only just enough, and it ad-
mitted in November last that the scale
of relief had been reduced to the low-
est safe point and had been attacked
in more than one province as insufficient,
referring apparently to the correspon-
dence of 1893 and 1894. ~~The Government of~~
~~of India~~ the Govt of India says in its present letter
that no complaints have now been re-
ceived about the insufficiency of the
Code wages from any other province. As
will have been seen from the precis
above, the C-wage in Bombay is less now
by ¼ lb. than in 1891-92, though the mini
mum wage is the same as then. On the other
hand, Bengal and Rajputana passed through
the distress of 1891-92 with a minimum
slightly less than at present; further
task-workers in these rwo provinces
were then subject to the ¾ maximum of
the provisional code, i.e., they coul not
have got more than ¾ of the maximum ra-
tion, i.e., more then ¾ of 2&5/8 or
1 & 31/32 lbs. B and C class labourers
in other provinces have now to do 85 to
90 % and 75 % of the full task, while
here they have to do only 75 % & 50 %
respectively. Thus it will be seen that
the provinces in which the conditions
of relief have been and are much harder
in Madras have never complained. On the
other hand, an opinion has been express-
ed in the N.W.P. which would imply that

the Silence of other provinces

Vide occasional notes (marked portions) in the Madras mail pulp

the Govt. relief wages are liberal a
these are found to be higher than the
current price of agricultural labour
in some districts; but likely inter-
preted, this circumstance only shows
the necessity for Govt. relief, not th
that relief wages are liberal. The fact
however that no complaints have been
made, does not of cours show necessari
lythat the wages are sufficient to keep
coolies in health and strength: the fi-
gures that one sees in the illustrated
English papers of the famine-striken
in Nagpore, Ajmere and Khenpore tell a
contrary tale, even after making allow-
nces for the fact that newspaper ar-
tists pick out only sensational cases.
The provinces in the North and Cen-
tre of India are entirely subordinate to the
Govt. of India and may not perhaps
care to raise the question after ~~it~~ its
authoritative pronouncement in 1893:
while Bombay, which like Madras, enjoys
a somewhat independent position has
its hand full just now with the plague.

Can a case be made out, on considerations of local conditions and circumstances?

In the f - at the a len of other provinces we Hid- t little chance of success u less our case is based on considera- -tions of local circumstances. The poi- -nt mentioned in para 18 of the Sanitary Commissioner's report, viz: that wheat is the food in northern India while ragi and cholam (which are relatively poor i albuminoids) are the staple grains in this presidency, is one of these; but it is on partially true. The statement marked II appended to this note shews the grains adopted for calculating wages in the other provinces. Wheat is used only in a por- -tion of the Punjab while cholam is the grain in Bombay and the N.W.P, and Indian corn or maize which is only slightly better than cholam is used over a con- -siderable area. Rice however which ~~suffers~~ suffers no loss in husking and is certain- -ly better than ~~other~~ our dry grains is used over a large area. Taking wheat and rice we may say that labourers in many parts of the north are better off in regard to wages than here. The prices of rice and wheat are always much higher than that of cholam, and a rice or a wheat wage will leave a larger margin for the other -- items than a cholam wage. The weak point in our position is that we have adopted the principle of payment proportionately to the work turned out in its entirety -- (ie. subject as a rule to no minimum - limit) with reduced wages, and we must be - prepared to have some such reply as the follow- -ing effect "Stop fining below the mini- -mum wage and try" It is necessary also to note here that in its last supplemental - telegram to the Govt of India the

Vide Statement No. III appended to this note which shows the normal prices of the margl. grains. From this it will be seen that Madras & W.P + portions of the Punjab are most off in this respect. Bombay portions of Bengal ~~Bombay~~ using cholam & maize respectively are slightly better off than Madras. It might be said that if the price of grain is low the money value of the entries may be small for workers; but the reduction does not provide sufficient ~~entries~~ .

says "Condition of labourers on works good except a few cases where C class wages miscarried (sic)" It is not -- clear whether the "few cases" are cases of works or of gangs. ~~If this decided~~ to make a reference to India about the insufficiency of the C and D class wages is desirable not to say anything about it, or about the objects to be kept in view in the relief of distress, in the order about to be issued which must be communicated to a larger number of officers and is likely to be published.

17. If it is decided

Exclusion of Controversial matters from draft G.O

Having regard to the peremptory tone of the Government of India replies to our last representations on the point, the question is not likely to be settled soon; mean-while the controversy will be taken up by the papers, and the Go- -vernment of India which has already - been virulently attacked will come in for more abuse. It is therefore -- suggested that para 2 of the draft may be omitted. All that we want to do - and can do is contained in the suc-- ceeding paras and expressions of -- opinion may be confined to the letter to be addressed to India.

Sanitary Commissioner's minor recommendations 18

With reference to the Sanitary Commissioner's recommendations in para. 30

(a) Cannot be done without the sanction of the Government of India;

(b) must go up to India. Likely to succeed about fuel.

(c) The Govt. of India was addressed on this point sometime ago; meanwhile the figures in para 3 of the draft order may be adopted.

( ) The Board has promised to issue instructions.

(e) The Sanitary Commissioner has been asked by the Board to draft a note.

(f) Collectors have been authorised, where necessary to calculate the wages

on each item of the ration, and this instruction has now been repeated in para 3 of the draft order. The Tahsildar will calculate the aggregate value of other items at current rates; and it is not clear how public funds will be safeguarded by his quoting in detail the cost of the other items. This however, will probably put the cholier on their guard against cheating by bazaarmen.

(g) This appears to have been ordered; but as it contravenes a code rule the point has been specifically mentioned in para 3 of the draft.

(h) It has been ordered by the Board in accordance with section 121, that the grain taken should be the grain in ordinary use at the time of payment.

(i) The draft order authorises the appointment of circle inspectors whenever necessary.

(j) This appears to have been ordered by the Board; but the meaning is not clear as there will be no difficulty in having a kitchen at each work.

(k) Dealt with in paras 15 and 16 of this note.

(l) The Board has issued the necessary instructions.

(m). Contains nothing that has not been already dealt with.

RS
15-3-97

18/3/97.

C. No 2170 from the Sanitary Commr relating to workers on some relief works in Anantapur is circulated with these papers.

4 1,000—11-6-96.

REVENUE DEPARTMENT.

No.

From

Dated 189 .

FOR ORDERS.

~~Precis~~ The material matters connected with the question mainly raised in these papers will be found set out with the most clearness in the correspondence printed in B~~—Pro~~. G.O. No. 839 dated the 11th Aug. 92

There are two matters which it is essential to keep distinct in considering this question (1) the ration & (2) the wage.

The ration has been fixed as long ago as 91 & it has not been materialky altered since. It is that set out for the maximum & the minimum rations at , page 3 of the current This ration has gone through a long time without alteration or any question as to its sufficiency being raised & it is not likely that any question on that score will now be entertaimned.

The wage however has frequently been alterd

FOR ORDERS.

The ration consists of two parts (1) the "grain" portion & (2) the "condiments" or "other items" as they are called. Under the code the wage is derived from the ration separately valued the money bottom the cost in two ways. (1) the grain portion is valued separately in money & then the cost of the other items is added to it or, (2) the "grain equivalent" of the ration is fixed & the wage is the money value of that. By the term "grain equivalent" is meant the amount of grain of which the value is in ordinary times equivalent to the total value of the various items of which the ration consists. In calculating the grain equivalent the Govt of India has made a mistake. The grain portion of the ration consists of flour or husked grain and but the Govt of India has taken 3/4 ths of this as representing the value of the other items in unhusked grain. Taking 3/4ths of the grain portion to represent the value of other items in unhusked grain. to be correct before the grain equivalent in terms of total of unhusked grain can be arrived at, the grain portion must be converted into unhusked grain & the sum of the two will be

A.

will then be the correct wage in unhusked grain. For instance taking that cholu m loses 10% in cleaning the grain equivalent calculated as above of the A class wage would be 2.775 lbs against 2.625 the value given in the code. This wipes out at once more than half of the margin which the Govt. Of india say they have allowed. Again as pointed out in the note they have not made any allowance for fuel. Hence if it is desired to address India with a view to getting the wage raised there is no use in questioning the ration but the wage may be attacked on the two grounds which I have indicated. viz the error in calculation & the omission of fuel. ;India has already admitted the mistake in the case of rice & paddy. and has allowed fuel in the N. W. F. The margin which India allows is on the "A" wage .276 lb, & on the minimum .381 lb. The former is only 11% on the maximum & the latter 21% on the minumum. The error in calculation reduces the wage by .150 lb leaving only .126 lbs for the margin really. This margin is worth at 24 lb rupee the only 1 pie. It reduces the margin on the minimum wage to .231 lb which

minimum wage to .281 lb worth 2.248 pies.
This margin seems too small to cover
(1) fuel (2) fluctuation in prices
(3) the ~~other~~ other contingencies which may reduce
the wage.
The Govt of India may reply that we are at
liberty to calculate the wage in the first
way above referred to but there can be no
doubt that the system of a grain equivalent
is far the best. It would seem better
therfore to ask India to revise their calcu-
lation even though orders are issuing to
adopt the other way for the present.
The orders of His Excellency practically
amount to having only one rate of wages
Would it not be better to wipe out all class-
ifications & have a working & a non-working
wage. This is merely to adopt the principle
which the Famine Commissioners laid down
& follows the Bombay system. It is this
recommendation of theirs that is in
1892.

18/3/97.

(Sett. 1—2,000—15-10-95.)

{ ~~MEMORANDUM.~~
~~TELEGRAM.~~ }

[~~Office~~ Copy.]

Dated

189 , No.

Extracts from Telegrams received by the Board (~~at~~

~~Erode~~

Kurnool — ~~low caste~~ Relay workers are low caste labourers petty cultivators and weavers.

Bellary — Most of the relay workers are low caste labourers some cultivators and a few artisans

Anantapur. Classes employed mostly panchamas with few ~~low~~ boya Mahomedans weavers and cultivators

Cuddapah. relay workers mostly low caste labourers and weavers & some petty cultivators and others.

Subject :—

For Member.

Despatch Abstract :—

II

Statement showing the Nutrient value of the staple food grains ~~beside~~ in the several Provinces

Province	Staple Food-Grain	Districts in which used by laborers.	No. of seers per rupee	Nutrient Value. Albuminoid in 100 pts.	Starch	Nutrient Value as given in the D
Bengal ~~etc~~	Common Rice	Nadia	9	7·3	79·68	86·5
		Khulna	10			
		Rajshahi	9½			
		Patna	10½			
		Darbhanga	9			
		Bhagalpur	10			
		Saran	9-14			
		Champaran	10¾.			
	Maize or Indian Corn.	Muzaffarpur	10	9·5	78·98	88·5
		Darbhanga	10			
Punjab	Wheat	Lahore	10	13·5	71·16	74·6
		Gujarat (Flour)	8			
		Mooltan	9½			
		Gujranwala	9			
	Maize	Karnal	11	9·5	78·98	88·5
		Umballa	10			
		Lahore	11			
		Ludhiana	11			
	Bulrush Millet	Delhi	9	10·4	79·1	89·5
	Great Millet	Ferozepore	12	9·3	76·7	86
	Grain (X)	Karnal	9½	22·9	60·1	83.
		Rohtak	11			
Burmah	Rice	Meiktila	8-12	7·3	79·68	86·5
		Myingyan	9-5			
Assam	Common Rice	Silchar	9½	7·3	79·68.	86·5
		Sylhet	10½			
		Gauhati	10			
		Tezpur	10½			
		Sibsagar	11			
Madras	cholum or Great Millet	Kurnool	13½	9·3	76·7	86
		Bellary	14			
		~~Cuddapah~~	~~17~~			
		Anantapur	14			
	Ragi	Cuddapah	17	5·7	78·1	84

(X) It is curious that grain should be given as the staple food in any place - Mr Benson who was asked about it says that he does not believe that pulse is anywhere used as staple food by men

~~Note~~

Continued on the next sheet. PTO

Provnce	Staple food grain	Dh in wheat used by laborers.	No. of seers per rupee.	Nutrient value.	
				Albuminoid matter	Starch per 5
Bombay.	cholam.	Sholapur.	11		
		Ahmednagar	10 1/4		
		Poona	10		
		Satara.	9 3/4		
		Nasik	9 3/4		
		Khandesh	9 1/2	9.3	76.7.
		Bijapur	10 3/4		
		Belgaum	11 1/2		
		Dharwar.	13 3/4		
N. W. Provinces & Oudh.	cholam.	Cawnpore	10.26		
		Jaunpore	"		
		Lucknow	10.5		
		Etawah	9.5		
		Jhansi	10.5		
		Rae Bareli	10.0	9.3	76.7
		Sitapur	11.0		
		Allahabad	9.5		
		Hardoi	10.0		
		Banda.	9.75		

III Contd

Province	Grain	District.	Current prices. Price of grain in cwt. 2	Normal prices. Average price of the grain in cwt. 2 (1918-19)	Price of salt	Average wage of agricultural labour per day	A public Average price of wheat (1888-89)
1	2	3	4	5	6	7	8
Bombay.	Cholam.	Sholapur	11	22 1/2	11.80	10 3/4	15.64
		Ahmednagar	10 1/4	21 1/8	12.57	9 3/8	17.76
		Poona	10	19	11.80	10	15.38
		Satara	9 3/4	16 2/3	12.43	9 7/8	13.17
		Nasik	9 3/4	21 1/2	13.48	11 1/4	—
		Khandesh	9 1/2	22	11.37	9 1/2	12.6
		Bijapur	10 3/4	22 3/4	10.91	10 1/4	14.86
		Belgaum	11 1/2	20 3/8	12.48	11 1/2	13.28
		Dharwar	13 3/4	22 1/2	10.0	11 1/4	15.57
N. W. Provinces	Cholam.	Cawnpore.	10 1/4	25 3/25	12.23	14 0 8	23.16
		Jaunpore	"	25 7/20	10.13	13 9 7	20.86
		Lucknow	10 1/2	24 3/15	10.75	14 14	22.13
		Etawah	9 1/2	21 3/5	11.02	12 9 7	24.19
		Jhansi	9 1/2	26	10.85	13 2 9	24.71
		Rae Bareli	10.	25 1/4	10.15	15 9 2	20.23
		Sitapur	11	26 3/5	10.79	16 3 4	22.28
		Allahabad	9 1/2	25 3/20	10.32	14 5 9	19.51.
		Hardoi	10	24 1/2	10.81	12 7 9	17.83
		Benda	9 3/4.	28 16/25	10.49.	14 3 2	18.94

This Statement shows that the normal prices of wheat and rice are everywhere considerably higher than those of cholum: therefore a wheat wage or a rice wage leaves a better money margin than a cholum wage. As to the purchasing power of this money margin no comparison can be made as the price of Shall is not reported in our returns: the price of a pulse called arhar or Tur is noted in the Statement. RS

Read C. Nos 1684 and 1979.

G.O. No 295 of 4th May 1897.

The memorandum of the Sanitary Commissioner Read above together with the remarks of the Board of Rev thereon will be forwarded to the Govt of India with reference to the enquiry made by that Govt in its letter dy 20-2-97 No $\frac{629}{116-1}$ and its attention will be drawn prominently to the observations and recommendations made by the Sanitary Commissioner in regard to the classification and wages of relief workers. Such of the other recommendations made by this officer as require the orders of Govt have already been dealt with in G.O $\frac{216}{30-3-97}$

2. Ordered that the following letter be addressed to the Govt of India

14/4/97.

The Hon: Mr Grose C.S.I
The Hon: Mr Bliss C.S.I
His Excellency

20/4/97

C.R.O. 1684.
18.2.

20/4/97

S.A. 22.4.97

K.A.

The B.R. (Settlt)
Loan Deptt
Famine Deptt
P.W.D
A.G

12/6

R.C. 20/4/97
R.O 24/4/97

RS
11-4-97

V cons. 1854.
182

20/4/97

Subject & remarks below

20/4/97

8.8K
22.4.97

8/5/97

No 296

To the Secretary to the Government of India, Revenue & Agricultural Dept.,
Simla.

I am directed to refer to the subject of Mr. Holderness's letter dated 10th February 1897, No.6337/210-1, communicating for the information of this Government with reference to the statement made in the Board of Revenue's Monthly Report for the month of January last that the collection of the 11th and 12th instalments of the Sanitary Cess imposed in the Province, the first is to be different as to the [illegible] and wishes to know

whether

[illegible] can be carried

[illegible]

2. [illegible]

No 2950J/4-5-97
G.O. ~~on cons. 1854 of 1897~~.

Surgeon-Lieutenant made several tours

? Simpson Rock

with a view to ascertaining

the

determining how far

the

para 19. page 11? cmd. 1879. 181.

It will thus be seen that the Commissioner Sanitary refers to the full wage which can be paid by relief workers on task labour and not merely to the minimum wage

para 7 (end) of Report.

Surgeon Lieut al

3 Lieut. King also drew from the results of purchases made by himself and the district officers that the money value of the grain equivalents given in the ration is in most places insufficient to procure even the above inadequate rations, - to say nothing of firewood, for which no provision is made in them. He further points out that as the labourers are allowed a day of rest in the week for --

which

which they are paid the minimum wage the average wage is less than this minimum wage, that fines and deductions for short work often make it still less; and that from these and various other causes the diet that the labourers can procure with their earnings is so meagre as to make them rapidly lose condition. He is therefore of opinion that relief on works as now administered has decidedly fallen short of the standard of maintaining the labourers in health and strength, and makes the following recommendations among others in paras 19 and 20 of his report:- (1) that there should only be three classes of labourers, viz., the Professional (Class A of the Code), the Non-professional (Classes B & C) and the untasked and Weakly (Class D); (2) that the wages of these classes should be those now prescribed for Classes A B, and C, but raised to an extent sufficient to provide a margin sufficient to secure about six ounces of vegetables for Class A and proportionately for the other classes, as well as fuel in the case of town-dwellers; (3) and that the C-wage raised as above should be the minimum below which the daily wage should not ordinarily be reduced by fines and deductions. The proposal in para 20 (a) is due to a misapprehension which will be adverted to presently, and such of the other changes recommended in this para as require the approval of the Govt. of India are noted on in some detail in para 11 of this letter. It will be

19
? changes

seen from the remarks of the Board of Revenue on the report that this authority is in almost entire agreement with the Sanitary Commissioner except in reference to the amount of vegetables to be provided in the rations which it says is a matter for experts and on which it offers no opinion. Before proceeding to state the views of H.E the Governor in Council on the questions raised I am to notice a few points in the Sanitary Commissioner's report which require explanation and correction.

4 In regard to the tables worked out by the Sanitary Commr. Dr. King to show the nutrient values of the rations allowed to the various classes, it should be noted that the Famine Code prescribes rations only for the A- and D-Class labourers and that the B- and C-Class diets referred to by the Sanitary Commr. Dr. King are those worked out by himself on the assumption that the rations of these classes bear the same proportion to those of Class A, that the corresponding grain equivalents bear to one another; this assumption does not appear to be correct, but the difference between these assumed rations and those intended to be covered by the corresponding grain equivalents is not likely to be much and will not materially affect his arguments. Again the Sanitary Commr. Dr. King has fallen into an error in assuming that the grain portion of the ration is unhusked grain; the Board of Revenue has pointed out this error in para. 10 of its

Proceedings and has worked out fresh tables from which it will be seen that the nutrient values of the rations are slightly ~~higher~~ than those given by ~~Dr.~~ Surgeon Lieut-Col King, while the insufficiency of the grain equivalents to procure the rations becomes slightly more marked; this too does not affect Dr. King's his arguments materially. The tabular statement at para. 11 of the report is misleading inasmuch as it leaves the impression that the fines imposed and deductions made for short work generally reduce the earnings of labourers below the minimum wage. The statement, however, refers to a period when the works had just been started for testing the existence of distress and the necessity for relief measures, and before they were declared relief works; ~~and~~ payments appear therefore to have been made at the time in exact proportion to the work turned out in accordance with the rule which enjoins that the Famine Code provisions should be strictly enforced on test works. The Govt. has no reason to think that on regular relief works deductions for short work reduce the earnings below the minimum wage except in rare instances of contumacy. No doubt the Famine Code and the instructions issued ~~[illegible]~~ at the time of its last revision require that this rule should be enforced on all relief works, and it was indeed proposed in Nov. last to issue an order drawing attention to this point and directing that the same strictness should be observed on regular relief works also even though the actual earnings may be reduced in some cases below the minimum wage; but the matter was

5 Slig[illegible] that long under discussion, and the order which was not communicated to Collectors till recently was cancelled shortly after. At any rate the order had not been brought into force at the time of the Sanitary commissioner's inspection & report, and the deterioration in the ~~co~~ condition of the labourers noticed by him could not have been due to the reduction of the wages below the minimum of the code, by fines and deductions for short work.

5. The Govt. of India is no doubt aware that H.E. the Governor Sir Arthur Havelock recently made a tour of inspection in ~~po~~ portions of the affected districts. The ~~Ex~~amination made by H.E. of the labourers on relief works and the information gathered by him on the spot from district officers and others tends to confirm the conclusions arrived at by Surgeon Lieut-col King, and after giving the matter its most careful consideration this Govt. ~~felt~~ feels compelled to agree with the Sanitary Commissioner and the Board of Revenue in thinking that the relief rations and wages are insufficient. I shall now proceed to give its reasons for this opinion ~~pinion~~.

6 Rations. The grain portion of the ration prescribed by the Govt. of India for the A-Class male labourer and adopted in the Famine Code, viz: 1½ lbs, is the same as that stated by the Famine Commissioners to be sufficient for an ordinary working adult male, & no exception can be taken to it. In regard to the amount of the pulse, salt, ghee, etc., to be allowed with the grain, Surgeon-general Dr. Cornish, a o-a former

Class C.Further,this Govt. ...ts

NOTE FOR THE Secretary

A chittak, I know for certain, is equal to 5 tolas or 2 ounces. The N.W.P scale can be compared with that of Madras now. But we want really a comparison with the Bombay scale which we have tentatively adopted in certain respects: the Bombay scale is not to be found in any of the papers obtained from the J.D, and to a draft D/o to which Candeth is pictured for affixed

RS
10-5-97

Secretary
D.O. No 41
11/5/97

to its notice. I am at the same time to a... that

Class C. Further, this Govt. [illegible] than

[illegible]

OFFICE OF INSPECTOR GENERAL OF PRISONS,

Ootacamund, April 23rd 1897.

SECRETARIAT
24 APR. 1897
MADRAS

Dear Stokes,

In reply to your D.O. No. 31 of this date, I do not think that the Dietary in force in Jails in the N.W.P. has ever been applied to Prisoners in this Presidency.

The N.W.P. Jail dietary is shown in Statement VIII in the Jail Report for 1895. It includes no meat, & relies entirely on cereals & pulses.

In G.O. No. 2315 Jud. dated 13 Oct. 1887 Govt. sanctioned the trial in Madras Jails of two experimental diets, one being the Bombay Jail dietary. This allowed meat once a week, a reduced grain ration, no tamarind, & reduced salt & oil. It was in force throughout 1888, but was withdrawn in Jan. 1889, as mortality increased, esp. at the Trichinopoly Central Jail. See para. 14 of the Madras Jail Rept. for 1888. But, though the Bombay dietary had marked defects, it is not clear that the increased mortality at Trichy C.J. was

[illegible]

to it's notice. I am at the same time to a[illegible]

that [illegible]

Class C. Further, this Govt. [illegible] than

solely due to it, as there were grave defects also in the Medical administration. See Dr Walker & Lethbridge's Report on Jail administration - Appendix p. CXXIII

In G.O. No 2053 Jud. dated 4 Oct 1895, Govt sanctioned the trial of a fresh experimental diet, & it has been in force in 10 jails for ½ year. Up to date, the results are fair: there has been no increase in sickness & mortality, but the results of weighments of Prisoners do not show so large a gain after admission as formerly. This dietary allows meat once a week, an increased grain & dal ration, with tamarind, salt & oil as hitherto.

I send copies of the N.W.P. Jail Report for 1895, of the two copies named, & of Dr Lewis' Memorandum on Indian Jail dietaries, & I shall be glad if you will return them when no longer required.

Yours sincerely
A.G. Cardew.

The Honble Mr Stokes.

A.911

to its notice. I am at the same time to s[illegible] that [illegible]

Class C.Further, this Govt. [illegible] than

No. 41.

Revenue Secretariat,

10th May 1897.

My dear Cardew,

I return herewith with thanks the N.W.P. Jail Code for 1895, Dr.Lewis Memorandum on Jail dietaries and the two Judicial G.Os. forwarded with your letter of the 23rd Ultimo.

The Govt has been unable to compare the N.W.P. jail dietary with that of Madras as the former is expressed in chitaks and desires to have a comparative statement showing the following dietaries in one and the same measure, say tolas or ounces:-

(1) The N.W.P. Jail dietary;
(2) The Bombay Jail dietary;-
(3) The usual Madras dietary;
(4) The experimental scale ordered in G.O. No. 2056 d/ 4.10.95.

The statement should also give the food equivalents of the diets allowed to the different classes of prisoners and should show the average state of health and the average mortality corresponding to each diet.

Yours sincerely
(Signed) G. Stokes.

[illegible] to its notice. [illegible] that [illegible]

former Sanitary commissioner of Madras, who was consulted by this Govt. in ~~the~~ 1881 stated that 4 oz. chall, ½ oz. salt, ~~1 oz.~~ 1 oz. of ghee or oil, 1/2 oz. of pepper or condiments and a modicum of green herbs or vegetables were necessary; the maximum ration in section 120 of the Famine Code includes the above quantities of chall, salt and ghee but allows only 1 oz. for condiments and vegetables, or say ½ oz. for condiments and ½ oz. for vegetables. The exact amount of vegetables necessary is a matter for experts, but there seems to be little doubt that ½ oz. is altogether too small. The D-Class of the Code includes all persons capable of light work for whom the Famine Commissioners recommended 1¼ lbs of grain, but the Code allows only 1 lb for males and 7/8 lb for females which are less than the amount allowed in section 122 for persons in receipt of gratuitous relief. The D-Class workers receive also less salt and less condiments and vegetables than kitchen inmates tho' they get a little ghee which the latter do not; and as the money value of their grain wage of 1¾ lbs and 1 5/8 lbs is barely sufficient to procure the minimum rations of sec. 120 these workers are worse off than persons fed in idleness in kitchens, who as matters stand now get nothing more than a bare subsistence. The Code does not prescribe rations for the B and C Classes, but as the B Class wage for males is the same as the A Class wage for females it seems probable that 1¼ lbs is the grain portion of the former. This amount which the Famine Commissioners recommended for persons doing light work seems to be too low for

than C-Class. Further, this Govt. ~~doubts~~ the correctness of the assumption that C-Class workers require less food than those belonging to the B-class. Though it may be broadly stated that a person doing heavy work requires more food than another from whom only a light task is exacted, it is open to question whether the matter is capable of such nice subdivision and distinction as are attempted in the Code, and H.E. the Gov in Council is of opinion that B and C-Class workers should have the same wage. It will thus be seen that in the opinion of this Govt. the table of rations is defective in (1) that it allows too little for vegetables, (ii) that the grain allowed to B-workers is insufficient (iii) that C-workers are allowed less food than those belonging to class B. (iv) that weakly persons doing light work get considerably less than what is held necessary to support existence in idleness.

7. Grain equivalents. The process by which the Govt. of India has arrived at the grain equivalents of the A and D Class rations is explained in Appendix II of its Resolution No. 6-44, d/17-3-92 ~~(In C.O. 58 of 24 Dec 94)~~. It begins with the amounts of grain stated by the Famine Commissioners to be necessary for the subsistence of able-bodied labourers and of persons maintained in idleness viz 1½ lbs

Nor can I approve. The passage from X to Y should be omitted. A.G.H.

of India, but would bring them prominently to its notice. I am at the same time to add that

former Sanitary commissioner of Madras, who was consulted by this Govt. in 1881 stated that 4 oz. dhall, ½ oz. salt, 1 oz. of ghee or oil, 1/2 oz. of pepper or condiments and a modicum of green herbs or vegetables were necessary; the maximum ration in section 120 of the Famine Code includes the above quantities of dhall, salt and ghee but allows only 1 oz. for condiments and vegetables, or say ½ oz. for condiments and ½ oz. for vegetables. The exact amount of vegetables necessary is a matter for experts, but there seems to be little doubt that ½ oz. is altogether too small. The D-Class of the Code includes all persons capable of light work for whom the Famine Commissioners recommended 1¼ lbs of grain, but the Code allows only 1 lb for males and 7/8 lb for females which are less than the amount allowed in section 122 for persons in receipt of gratuitous relief. The D-Class workers receive also less salt and less condiments and vegetables than kitchen inmates tho' they get a little ghee which the latter do not; and as the money value of their grain wages of 1⅝ lbs and 1⅝ lbs is barely sufficient to procure the minimum rations of sec. 120 these workers are worse off than persons fed in idleness in kitchens, who as matters stand now get nothing more than a bare subsistence. The Code does not prescribe rations for the B and C classes, but as the B wage for males is the same as the A wage it seems for females, it is probable that 1¼ lbs is the grain portion of the former. This amount which the Famine Commissioners recommended for persons doing light work seems to be too low for

Class C. Further, this Govt. [illegible] correctness of the assumption that C Class workers require less food than those belonging to the B-class. Though it may be broadly stated that a person doing heavy work requires more food than another from whom only a light task is exacted, it is open to question whether the matter is capable of such nice subdivision and distinction as are attempted in the Code, and H.E. the Gov in Council is of opinion that B and C-Class workers should have the same wage. It will thus be seen that in the opinion of this Govt. the table of rations is defective in (i) that it allows too little for vegetables, (ii) that the grain allowed to B-workers is insufficient (iii) that C-workers are allowed less food than those belonging to class B. (iv) that weakly persons doing light work get considerably less than what is held necessary to support existence in idleness.

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1½

...certain assumed prices. The ra-
...which the latter values bear to the former
...former are 566/1000 and 369/1000 respec-
...ively for the two classes. But the Govt of
...ndia allows a ratio of $\frac{5}{4}$ in each case
...nd thus arrives at ~~2 5/8 lbs / 8 lbs~~ (=$1\frac{1}{2}$ +
...of $1\frac{1}{2}$) and $1\frac{5}{8}$lbs. (=$1+\frac{5}{8}$ of 1), of grain,
...eaving to use its words," an ample margin
...or fuel etc., and for fluctuation in prices".
...he Board of Rev. and the Local Govt at
...irst supposed that by grain was meant
...husked grain or flour, but the Govt. of
...India has since stated (vide para 26 of
...the memorandum accompanying Mr. Ibbetson's
...letter No.1142/6-2, d/5th Aug.1895 (in G.O.
...98, d/16-8-97)) that though the first item
...in the ration is flour or husked grain,
...the grain equivalent is prescribed in terms of
...unhusked grain, the depreciation thus
...caused in respect of the item being com-
...pensated by the liberality of the grain
...equivalent in the case of the remainder.
...The margin left has thus to cover (1)
...loss in husking or in husking and pounding
...(2) fuel (3) fluctuation in prices (4)
...&c.

8. In regard to the above calculations I am to observe that according to the actual ratio worked out by the Govt. of India the aggregate A male wage should be 2.349 lbs. (= $1\frac{1}{2}$ plus .566 of $1\frac{1}{2}$) and that the margin is therefore .276 lb. (=2.625-2.349). Now dry grains which are the staple food of the labouring classes in the affected districts of this Pre-

...purchasing power.

BACK PAPERS.

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

...which ~~is~~ considerably more than
...of the above theoretical margin. As a
...matter of fact there is little or
...gin even in the most favourable case,
...as can be seen from the tables showing
...the results of trial purchases made by
...the Sanitary Commissioner who has as-
...sumed the grain portion of the ration
...to be unhusked; the reason for this dis-
...appearance of the margin being obvious-
...ly that the Govt. of India has computed
...the value of the other items at rates
...which are too low, at least so far as this
...Presidency is concerned. A reference to
...the corrected statement ~~in~~ extracted on the margin for para. 12 of
...the E.P. on the Sanitary Commissioner's
...report will show that in every case the
...grain equivalent is found to be insuffi-
...cient to procure the corresponding ration.
...This Govt. has therefore been compelled
...to direct Collectors to adopt the alter-
...native course (vide clause ~~2~~ 3 of section 12
...of calculating the rates on the money
...value of each item of the ration, though
...it greatly prefers the system of grain-
...equivalents which is easier to work &
...is less liable to fraud. Further the ration
...contains no allowance for fuel and
...the adoption of the above course also
...leaves the labourer without any margin
...to cover loss due to administrative er-
...rors, peculations by subordinate offici-
...als or other analogous causes. H.E. in
...Council is of opinion that the present

certain assumed prices. The ra-

hich the la[illegible]ia says that no complai[illegible] the for[illegible]

nutrient value and purchasing power.

10. H.E. the Governor in Council p[illegible]nces that the object to be kept in view in the relief of distress is not merely the preservation of life, but the maintenance of the distressed population in such a state of health and strength as will enable them on the cessation of distress, to resume their usual avocations without any material impairment of vitality; and he gathers from the Resolutions of the Govt. of India on the subject, and of famine codes and other kindred matters the published correspondence referring thereto that this is the policy of that Govt, as approved by Her Majesty's Secretary of State for India. It is, however, doubtful whether the above object can be fully attained with the present wages which have been adopted with the avowed aim of reducing the scale of relief to the lowest possible safe point, and which so far at least as this Presidency is concerned, have been found to fall considerably short of the requisite standard. H.E. in Council therefore desires to adopt the recommendations of the Sanitary Commissioner mentioned in para. 3 of this letter viz., to abolish the D wage and the abolition of the to rearrange by the labourers in the first three classes, the wages of these classes being at the same time raised so as to give a margin for a sufficient quantity of vegetables, and for fuel in the case of town dwellers. In view, however, of the fact that no complaints have been received from Bombay and the N. W. P. I am directed to say that this Govt. hesitates to press these recommendations on the Govt of India, but would merely bring them prominently to its notice.

that

also convinced that this Govt would commit grave mistake and incur serious responsibility if it were to contemplate the administering of relief on the scale provided in the Famine Code, and is strongly of opinion that this Scale should be modified by

I cannot approve of this. I daresay this can simply pass unnoticed away

Nor can I approve. The passage from X to G should be omitted. H.S.M.

that, if the Govt. of India should decide to retain the present classification, His Excellency in Council would strongly recommend that discretion should be given to Collectors as in the Punjab(section 173 of the Punjab Code) to make an allowance for fuel where necessary, that the C and D class workers should be allowed at least as much grain as was stated by the late Famine Commissioners to be necessary for persons doing light work, and that in fixing the grain equivalents allowance should be made for loss in husking and pounding.

11 The other recommendations made in para 20 of his report by the Sanitary Commissioner are dealt with in G. O. No. 216 d/30-3-97 Copy of which I enclose for the information of the Govt. of India. Of the instructions issued in this G. O. , the following involve deviations from the provisions of the Famine Code, and I am to request the sanction of the Govt. of India thereto.

(i) Placing all able bodied persons ~~labourers~~ in class A or class B. The present C wage is unsuitable for labourers ~~on~~ performing specified tasks, ~~task work~~ and this Govt. is of opinion that the regular working wage should never be less than that prescribed for class B which is hardly ~~barely~~ sufficient to provide the nutriment necessary for healthy existence. The only sections of the community coming under class C that have as yet resorted to relief works to any considerable extent are the weavers; and as the relief of these has been separately provided for instructions have been issued to place all able-bodied persons on works in class A or class B until further orders, although there there might be a few here and there belonging to the non-labouring classes. The ~~No.~~ number of such persons will certainly increase as distress deepens, but H.E. the Governor in Council trusts that before this happens the Govt. of India will have passed such orders on the present communication as will enable him to pay all relief workers performing specified tasks at least as much as is now allowable under the Code to B class workers.

(ii) Placing the untasked & the weakly in class C. As has already been pointed out the D ration is considerably less than the ration in sec.122; and it is anomalous that any persons employed on relief works should get less than people fed in kitchens ~~for~~ gratuitously. Subject to the approval of the Govt. of India, H.E. in Council has therefore directed that weakly persons should be placed in class C

Fines and deductions

(iii) Even the full wages of the Code having been shown to be hardly sufficient for healthy existence, this Govt. is of opinion that the earnings of willing workers should not be subject to fines and deductions, ~~and~~ It has therefore issued orders for adapting ~~adopted the plan of adopting~~ the tasks more freely to the capability of the workers ~~& has issued instructions accordingly.~~ It has also directed that fining should be resorted to only in clear cases of malingering or insubordination, and even then not so as to reduce the earnings below the D wage nor for more than one week continuously

Should be "Sub-Divisional". To the mind of the S.of.S. the divisional officer would mean the Govt. if anything?
HB 8.94.

without the special sanction of the Sub-divisional officer.

(iv) Boys of 12 to 16. The Code directs that persons of 12 years and upwards should be treated as adults, but an exception is necessary in the case of boys of 12 to 16 who cannot do as much work as adults but whose growing frames require as much food. The Govt. has therefore directed that these boys should be treated as two or three units for work but should nevertheless receive the full wage of adult males.

HB 8.94

(v) Cusbah prices. Section 121 of the Code directs that the prices ruling at the cusbah of the taluk should be adopted for calculating the money value of the grain-equivalents from time to time. As these prices are generally found to be lower than those prevailing at or near the works it has been ordered that the latter should be adopted instead.

I have the honour to be, &c.

R.S.
11-4-97

F. 1441/97.

Note. One of the strongest arguments urged in the above draft is that the grain portion of the Dmage and probably also of the C mage is less than the allowance of 1¼ lbs of grain made in the gratuitous relief ration in section 122. In connexion with this it is well to bear in mind that this ration as that in section 123 have been adopted without change from the old made Code (Vide sections 1884 1894 when the Govt of India in ed in 1893 and 1894 on a reduction wages all round it said not about gratuitous relief ration and the result is that Madras has reduced its once liberal wages but continues its old gratuitous relief rations thus giving rise to the above anomaly. It is not clear whether ~~Section~~ clause 3 of Sec". - 122 is to be interpreted as directing that the dole shall be sufft, and only just sufft, to buy the minimum ration; if so, it stands that the Govt was aware of the anomaly at the time.

2

In the Punjab Code (section 168) the minimum ration is also the gratuitous relief ration the N.W.P code does not prescribe any kitchen ration, but it is probable that in this & in other provinces the ration does not exceed the minimum ration. If

Codes of more provinces are not available

it is possible that the Govt of India may throw round & say that the rations & liberation is also higher the grain portion being higher than that recommended by the Famine Comm^n, and that it should be reduced. This is a possible reply if the Govt is inclined to be obstinate. + the matter is submitted for consideration. Then we shall have to say that there is no harm in fixing the ration high as the inmates are not allowed to take anything with them + that they should have as much as they can eat.

RS
12-4-97

There is the possibility of the Govt of India standing on as above suggested but I do not think they will do so now. After the famine they will in all probability. Our statistics only however is limited & it is not likely to influence them but our works are jumping up to large numbers. We are in danger of this importance that the kitchen ration is not all the comforts we can find to justify our

W^e must take the risk

20/4/97

Yes, and resist if necessary.

R.G.H
22.4.97

REVENUE DEPARTMENT.

No.

From C.D.C (2)
The Hon: the Govt
The Hon. the Bishop C.D.L (1)
H.L. the Governor (3)

Dated 189 .

FOR ORDERS.

+ Flagged B

I think a cheque = 2·1 05 av. 98

+ Carew who can give us + Govt. Orders. + W. Stewart who can give us

I thought there was a clause in the Madras Jail Code providing for the issue of the ill effects of reduced diets in the matter of Madras convicts. Perhaps the matter may be dropped for the present, but in case India's reply should be unfavourable it might be looked into again - The N.W.P. dietary is given in "Chittaks". But what a "chittak" is, I don't know. Perhaps Mr. Carew can tell us. Yes, the N.W.P. + Madras dietary scales could be compared & their food equivalents be stated. If this is done, my impression is that it will be found that, although we feed our Prisoners better, we do not attain to a better average state of health or a lower average mortality. Yes, that is exactly my case, viz: that the Madrassee is a feeble creature requires more to keep him going in good health than the native of the N.W.P.

Antiscorbutic
RS

I agree. The draft may go in case, as it is.
20/4/97
1.5.97

Should delay this letter too long to work all this out now.
RS
27/4/97

with reference to the observations of Mr Bliss's and H. E's notes + on the margin of para 9 of the draft letter to India about the inadequacy of relief wages.

Mr Carew has written on the subject of jail diets and his reply is put up herewith. He says that the N.W.P. jail dietary which provides no meat but relies entirely on cereals and pulses was never tried in this Presy. In G.O 2315 dated 13-10-87 the Govt sanctioned the trial in the Madras jails of three experimental diets one of which was the Bombay diet in force in which allowed meat only once a week (instead of thrice as formerly in Madras), a reduced grain ration no dhal ^ except for convicts on the hardest forms of labour, and reduced salt & oil, but the

order was withdrawn in January 1889 as mortality increased especially at the Trichinopoly jail. Mr Carden says that though the Bombay Scale has marked defects, it is not clear that the increased mortality at Trichy was solely due to it, as there were grave defects also in the Medical administration. He also quotes Dr Walker and Lethbridge to show that a grave mistake was committed in withdrawing the usual allowance of tamarind from all but the hardest worked convicts. It seems that the absence of tamarind in the Bombay diet was an acknowledged defect and that it has now been rectified.

3. In G.O. 2053 4-10-95 the Govt have, at the instance of Mr Carden, sanctioned the trial of a fresh experimental diet which has not been in force for 15 months. This diet allows meat only once a week as in Bombay but appears to give a better grain & dhall ration, and also more salt to men in Bombay. In regards to this Mr Carden says that up to date the results are fair and

Para 15 p. LXXXVIII of Sanitary Com. Mr Walker & Lethbridge's report
Para 12 of Mr Carden's letter in G.O. 2053 4-10-95

I don't think any reference to Prison dietary and the Mortality is made.

JG
27/4/97

+ Kidderpore hospital

RS 26-4-97

We certainly can not handle this case as stated by the Sanitary Commissioner and I do not think the facts such as to enable us to make any positive answer to any reference to the jails. I do not know of any facts which have been elicited by Mr Carden or which we could look for them.

26/4/97.

that there has been no increase in sickness and mortality but that the weights of prisoners do not show so large a gain as formerly.

For orders as to whether in these circumstances any reference is to be made in our letter on the failure of the Bombay jail dietary in the case of madras convicts, and if so, in what terms.

Revenue (1897) Department.

D.O.

CURRENT No. 92

From

M. G. Cardew Esqr.
Calicut

N

Dated 14th May 1897

Received 20.5.97

Registered ..

Enclosures

Spare copies

SUBJECT.

Reg. dietaries in jails.

For Orders

this may be seen after receipt of the further communication promised

RS
20-5-97

Virupaksha
14/5/97

BACK PAPERS.

G.O.	No	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date

OFFICE OF INSPECTOR GENERAL OF PRISONS,

~~Ootacamund~~, Calicut 14/5 1897.

GOVERNMENT OF MADRAS
20 MAY

Dear Stokes,

Your D.O. No 41 has met me here today en route between Cannanore & Madras.

The comparative statement calls for will be submitted in due course.

As, however, there will be delay owing to my absence, I write to let you know that 1 chittak = 2 ozs, so that the N.W.P. dietary is easily converted: that the old experimental Madras dietaries are given in my Rep.t for 95 & 96 (Statem.t VIII): that the chemical values of the several dietaries are shown in my L.r printed in G.O. No 2053 J.D. 4 Oct. 95: that the mortality figs. are to be found in Statem.t XIV of the various annual reports.

I only write this as yr. first D.O. was urgent.

Yours sincerely

A.J. Cardew

1896

Revenue (1897) Department.

D.C.

CURRENT No. 106

From A. G. Cardew, Esq., Madura.

Order

No.

Dated 26th May 1897

Received 26-5-97

Registered

Enclosures 3.

Spare copies

SUBJECT.

Forwarding Statement showing dietaries in jails.

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

1896.

GOVT OF MADRAS

Insp.r Genl of Prisons office
Camp Madura
26th May 1897

GOVERNMENT OF MADRAS
REVENUE
28 MAY 97

Dear Stokes

I enclose herewith the Statement called for in your D.O. No. 41 dated 10th instant.

Yours Sincerely
A.G. Cardew.

Flag H

A.G. Cardew
Insp.r Genl of Prisons

1896.

GOVERNMENT OF MADRAS
28 MAY 97
REVENUE

Jails.	Average number of Convicts and Under trials	Average sick	Deaths
	new scale.		
Vellore Central	1005.21	42.01	14
Trichinopoly "	866.30	17.04	21
Coimbatore "	966.35	28.62	24
Cannanore (for 7 months)	362.06	14.03	3
Salem Central	580.49	7.95	9
Vizagapatam District	279.91	4.91	4
Nellore "	89.68	1.40	"
Bellary "	346.99	13.00	5
Tanjore "	311.37	7.72	11
Palamcottah "	297.06	6.52	4
Total	5105.42	143.20	95
Ratio per 1000.		28.05	18.61
	old scale.		
Rajahmundry Central	842.03	26.56	40
Cannanore (for 5 months)	267.93	5.52	5
Penitentiary	816.87	24.81	10
Russellkonda Hill.	49.66	1.62	"
Berhampur District	117.77	3.66	4
Parvatipur Hill	10.41	.07	1
Cuddalore District.	488.77	11.38	6
Madura "	167.90	3.19	5
Mangalore "	80.16	1.17	"
Total	2841.50	77.98	71
Ratio per 1000	"	27.44	24.99
Total of both.	7946.92	221.18	166
Ratio per 1000		27.83	20.89

A.G. Cardew
Inspr Genl of Prisons

Years.	Sickness and mortality		Bombay		North Western Provinces		
	Ratio of sick per 1000	Ratio of deaths per 1000	Ratio of sick per 1000	Ratio of deaths per 1000	Ratio of sick per 1000	Ratio of deaths per 1000.	
1891	28·62	51·37	27·18	34·35	34·30	27·76	
1892	24·37	25·00	31·54	37·71	41·37	29·06	
1893	27·67	20·80	30·58	25·84	33·52	17·27	
1894	28·36	19·84	30·91	33·29	43·34	32·43	
1895	28·05	18·61	32·97	32·20	57·38	27·67	
1896. New	27·44	24·99					
1896. Old	27·83	20·89					
1896. Total old & new							
average for 5 year period.	27·25	27·58	30·64	32·68	41·98	26·84	

Note. In compiling this Table the Statistics of Convicts and Under trials in Central and Dt. jails have been combined, Civil Prisoners being excluded.

A. G. Cardew
Insp. Genl. of Pr.

isons.

	1891	34.30	27.76	× Cereal consumption only.
	1892	41.37	29.06	
	1893	33.52	17.27	
	1894	43.34	32.43	
	1895	57.38	27.67	
	average for 5 year period	41.98	26.84	

	1891	27.18	34.35
	1892	31.54	37.71
	1893	30.58	25.84
	1894	30.91	33.29
	1895	32.97	32.20
	average for 5 year period	30.64	32.68

Ag. Cardew.
Insp. Genl. of Prisons.

ts and Undertrials in Central and
iod of 5 years.

labour	Sickness and mortality			Remarks
labour	years	Ratio of sick per 1000	Ratio of deaths per 1000	
900	1892	28.62	51.37	
740	1893	24.37	25.00	
09.6	1894	27.07	20.80	
61.2	1895	28.36	19.84	
07	1896	27.44	24.99	
47.2	average for 5 yrs period	27.17	28.40	
68				
433.3				

igorous months
igorous upwards
Africa.
e Officer
4481.99 grs.

990
420
209.6
61.2
"
407
47.2
"
256
7.3

1896 28.06 18.61

Bombay.	Cereal (Bajra)	168	1176	28560		
	Pulse	30	535.8	5700	28	50
	Vegetables	56	39.2	1876	42	29.4
	oil	1 3/4	"	604.8	1 3/4	"
	salt	3 1/2	"	"	3 1/2	"
	Tamarind	1 3/4	15.3	30.6	1 3/4	15.3
	meat	5	57.7	320.	"	
	Condiments	3 1/2	"	"	1 3/4	-
	Average daily nutritive values.		259.7	5213.0	-	217.8

Note In compiling this Table the statistics of Convicts and Undertrials in Central & District Jails have been combined Civil Prisoners being excluded.

Statement showing Dietaries, Sickness and Mortality among
District Jails of Madras, North western Provinces and Bombay during

Ingredients entering into the diets		Diet scale for labouring prisoners (a)	Nutritive value in grains		Diet scale for non-labouring prisoners (b)	Nutri in gr
		articles of Rations per week	Nitroge	Carbon	articles of rations per week	Nitroge
Madras (ordinary scale)	Cereal (raggi) (c)	*168 ozs	1075.2	28560	*140 ozs	896
	Pulse	22 "	392.9	3740	22 "	392.9
	Rice	*			*	
	oil	3½ "	"	1209.6	3½ "	"
	Tamarind	3½ "	30.6	61.2	3½ "	30.6
	Salt	7 "	"	"	17½ "	"
	vegetables	42 "	29.4	1407	42 "	29.4
	Onions	3½ "	3.5	47.2	3½ "	3.5
	Condiments	3 11/16 "	"	"	3 11/16 "	"
	meat	15 "	155.2	960	12	124.2
	average daily nutritive value		241.0	5140.7		210.9

(a) For prisoners sentenced to Rigorous Imprisonment for less than 12 months only. * Prisoners sentenced to Rigorous Imprisonment for 12 months and upwards receive 146 ozs of grain and 24 ozs rice. Average daily nutritive value of this diet = nitrogen 238.2 grains - Carbon = 9.3 grains. (c) Any of the 3 grains, raggi, Cholum or Cumbu, which ever is cheapest is issued. But 25 ozs of Cumbu are considered equivalent to 24 ozs of raggi or Cholam.

(b) For prisoners sentenced to Rigorous Imprisonment for less than 12 months only. * Prisoners sentenced to Rigorous Imprisonment for 12 months and upwards receive 122 ozs of grain and 24 ozs rice. Average daily nutritive value of this diet = nitrogen 209 grs, Carbon 4588.7 grains.

Madras (Experimental scale)	Cereal (raggi)	*175	1120	29750	* 147 ozs	940.8
	Pulse	26	464.3	4420	26 "	464.3
	rice	*			*	
	oil	3½	"	1209.6	3½	"
	Tamarind	3½	30.6	61.2	3½	30.6
	Salt	7	"	"	7	"
	vegetables	42	29.4	1407	42	29.4
	onions	3½	3.5	47.2	3½	3.5
	Condiments	3 11/16	"	"	3 11/16	"
	meat	5	51.7	320	4	41.4
	average daily nutritive value		242.8	5316.4		215.7

The above diet is for prisoners sentenced to Rigorous Imprisonment for less than 12 months only. * Prisoners sentenced to Rigorous Imprisonment for 12 months and upwards receive 153 ozs of grain and 24 ozs of rice. Average daily nutritive value = nitrogen 240.1 grains, Carbon 5365 grains.

The above diet is for pr... to Rigorous Imprisonment... 12 months only. * Prisoners ... Imprisonment for 12 months ... 129 ozs of grain and 20 ozs of ... nutritive value = nitrog...

North West Province	Cereal pulse combination as shown in annual statement No VIII for 1895	200.9	1654.9	26783.9	* 143.5	954.9
	Pulse	14.3	255.4	2431	14.3	255.4
	vegetables	43.0	30.1	1440.5	43.0	30.1
	oil	17.9	"	6186.2	17.9	"
	Salt	1.6	"	"	1.6	"
	Condiments (Chillies only)	7 in No	"	"	7 in No	"
	Tamarind Pulp	24	19.6	39.3	24	19.6
	average daily nutritive value		280.	5268.7	" "	180.

(b) Adult Female Prisoners, sentenced to Rigorous Imprisonment and Juvenile Prisoners do not get Pulse extra in combination with cereal but a Cereal combination only of 172.2 ozs per week. Nutritive value = nitrogen ... grs, Carbon 4588.7 grains.

Note. 1 Chittack has been equivalent to 2.05 ozs av... 7000 grs as equivalent ...

D/4 1,000—8-4-97.

REVENUE DEPARTMENT.

D.O No.s 94 and 106

From Mr Carlenday

The Hon: Mr Crosthwaite C.S.I.
The Hon: Mr Bliss C.S.I.
&c &c &c

Dated 189 .

FOR ORDERS.

Mr Carlenday has written his D.O. No. 94 of 24th April 1897 on the subject of jail dietaries in Madras, Bombay, and the N.W.P. as directed in the Hon: Mr Bliss's note dated 24th April 1897 in connection with our letter to India regarding famine wages, and the comparative statements forwarded by him are circulated for orders.

2. The subjoined statements compare the weekly rations allowed to prisoners on hard labour in the various provinces

	Madras adult ozs		Madras Ward ozs		Bombay ozs		N.W.P ozs	
cereals	168	205	175	206	168	203	200·9 (equivalent)	214·3
Pulse	22		26		30		14·3	
meat	15		5		5			
oil	3½		3½		1¾		17·9	
Tamarind	3½		3½		1¾		2¼	
Salt	7		7		3½		1·6	
vegetables	42		42		56		43	
onions	3½		3½		Nil		Nil	
Condiments	3 11/16		3 11/16		3½		chillies (7 in no)	
meat	1·5 ozs		5		5		Nil	
Daily Nutritive value	Nitr:	241·0 ozs		242·8 ozs		259·7 ozs		280·0 ozs
	carbons	5140·7		5216·4		5213·0		5[illegible]

[illegible] 12/6/97.

FOR ORDERS.

3. The experimental scale ~~of~~ rations has been in force only for a short time and it is doubtful whether the results obtained under it which appear to be better than under the old scale are ~~to~~ much to be relied upon. ~~The Bombay~~ ~~exception~~ ~~(cont)~~ ~~regarded as a whole~~ ~~Rations as a whole~~ ~~scales~~ scale is decidedly inferior to the old Madras scale, and if the scales can be taken as correct indexes to the food-requirements of the respective populations it may be stated broadly that the Madrassee requires more of "the other items" than either the Bombayite or the N.W.P.man; as regards foodstuffs proper, however, ~~bi~~ ~~indigin~~ (viz cereals, pulses, & ~~meat~~ and oils) he takes considerably less than the N.W.P. man and keeps much better health though he does not live quite as long as ~~from the following table~~:

	old Madras	Bombay average of five years	The N.W.P
Rate of sick per mille	27.17	30.64	41.98
Rate of mortality per mille	28.40	32.11	26.84

The aggregate nutrient value of the Madras ration is less than that of ~~the~~ Bombay & considerably

to form a fair basis for future results.
3/6/97.

This confidential letter is perhaps a little overdrawn and the dark contrasts rather misleading. confidential
3/6/97.

JG
3/6/97

Nothing to remark
put, I pass.
3/6/97
D.H.
6.6.97

less than that of the N.W.P, and still these two provinces show worse bills of health than Madras, and Bombay a worse bill of mortality also. It is doubtful if any appeal to the jail dietaries is likely to strengthen the position taken up by us in regards to relief wages.

RS
2-6-97.

D.O's Nos 94 and 106 with the notes thereon should be stitched with the original of the letter to Sulivan

RS
9-6-97

Government {1897} of Madras.

REVENUE.

Recd. } 1897. *Enclosures*

Regd. } *Spare copies*

G.O., No. 295, 4th May 1897.

MAY.

Wages.

Stating that the memorandum of the Sanitary Commissioner, Madras, on the inadequacy of the — and rations allowed to relief-workers according to the Madras Famine Code, together with the remarks of the Board of Revenue thereon, will be furnished to the Government of India.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 18th February 1897, No. 144 :—

Read—G.O., No. 14, Revenue, dated 9th January 1897.

Abstract.—Communicating, for, information, a letter from the Government of India forwarding copy of a Resolution recorded by the Government of North-Western Provinces and Oudh regarding famine-relief operations undertaken in the United Provinces, together with a set of rules framed by that Government for the guidance of officers employed on relief works.

Read—again the following Proceedings of the Board of Revenue (R.S., L.R. and Agri.), dated 4th February 1897, Mis. No. 845 :—

Read—the following paper :—

Letter from Surgeon-Lieutenant-Colonel W. G. KING, M.B., C.M., D.P.H., Sanitary Commissioner for Madras, to the Collector of Bellary, dated Fort St. George, 11th January 1897, No. 85-S.

I have the honour to state that, on my inspecting the condition of relief-workers on the Alúr-Guntakal road, I found certain gangs in an unsatisfactory condition of vigour. On making enquiries, I ascertained that certain of these were residents of Hattibelagal. The distances of works from this village vary from three to five miles. Some of the relief-workers get over the difficulty by residing in the village of Nageradonna under very unfavourable hygienic conditions; but the majority have, I believe, to contemplate a march of from eight to ten miles daily in addition to their work.

2. My enquiries showed that the food-grain in this and neighbouring villages was above casbah rate—even allowing for the difference between the respective country and official seers; this has been sufficient to make a diminution in the total nourishment available from a wage which even, under favourable circumstances, permits a mere fraction of a pie for fluctuation of prices of "other items."

3. Under the above circumstances, I would advise your causing the erection of sheds to serve the distant villages as early as possible. Sections 55 and 120 (paragraph 2) of the Famine Code should also, I consider, be put in force with as little delay as possible.

4. The relief-workers declared their willingness to reside in sheds on the works if they be erected for them.

5. In the case of the Hattibelagal village, I would advise you to ascertain whether work nearer the village-site might not be obtained; for example, the Madiga and Mala wells require deepening and improving—also the village well and the fort well.

Endorsement by Surgeon-Lieutenant-Colonel W. G. KING, M.B., C.M., D.P.H., Sanitary Commissioner for Madras, dated 26th January 1897, No. 3-T.

True copy forwarded for the information of Government, through the Board of Revenue (R.S., L.R., and Agri.).

Resolution—dated 4th February 1897, Mis. No. 845.

Submitted for the information of Government.

2. The Collector of Bellary will be requested to report what action he has taken with reference to the Sanitary Commissioner's letter.

(True Copy and Extract.)

(Signed) R. V. SRINIVASIAR,
Secretary.

To the Secretary to Government, Revenue Department.
" Collector of Bellary.

Read—again Proceedings of the Board of Revenue (R.S., L.R. and Agri.), dated 5th February 1897, No. 100.

Abstract.—Submitting to Government, with remarks, Sanitary Commissioner's report on the condition of the people near Pattikonda in Kurnool.

Read—also the following letter from Surgeon-Lieutenant-Colonel W. G. KING, M.B., C.M., D.P.H., Sanitary Commissioner for Madras, to the Secretary to Government, Revenue Department [through the Board of Revenue (R.S., L.R. and Agri.)], dated Mallayala, 27th January 1897, No. T1 :—

I have the honour to forward, for the information of Government, the documents noted in the margin affecting certain matters that my recent inspections of part of the Kurnool and Bellary districts have brought to my notice.

Memorandum, dated 26th January 1897.
Copies of letters No. 85-S, dated 11th January 1897, and No. 179-S, dated 18th January 1897, to the Collectors of Bellary and Kurnool, respectively.

2. I send these through the Board of Revenue so as to prevent the necessity of making second copies of this correspondence for its information and enabling it to make such remarks on matters within its jurisdiction as may be thought necessary.

Enclosure.

Memorandum as to Wages and Rations—Chapter VIII, Famine Code.

1. It is desirable that section 120, chapter VIII of the Famine Code, be more explicit, if the second paragraph, which dictates that certain variations in wage can be permitted if the amount of money to purchase the "other items" be insufficient, is to be of any utility in practice. Whilst it is laid down what the grain equivalent is for class A, that for the B and C can only be obtained by recourse to a calculation—a calculation that various persons may proceed to make from a different basis. For example, it is quite possible to understand that the "other items" would be invariable, and that only the grain should be altered; whilst it may also be held that both grain and "other items" are to be decreased proportionately to the totals quoted in the section for the respective classes. I presume that the latter method is what is really meant. Such a calculation yields the following results :—

—	Total money grain ration.	Distribution.				
		Unhusked grain.	Unhusked pulse.	Salt.	Ghee or oil.	Condiments and vegetables.
	lb.	oz.	oz.	oz.	oz.	oz.
Males—						
A	2 5/8	24	4	0·5	1	1
B	2 3/8	21·7	3·6	0·45	0·9	0·9
C	2	18·3	3·05	0·33	0·8	0·8
D	1 1/4	16	2	0·33	0 33	0·5
Females.—						
A	2 3/4	20	4	0·5	1	1
B	2 1/4	18·95	3·8	0·474	0·947	0·947
C	1 7/8	15·78	3·16	0·395	0·79	0·79
D	1 5/8	14	2	0·33	0·33	0·5

In my opinion, (*a*) the above diets fail to meet full requirements, and (*b*) the conditions under which the equivalent wage reaches the relief-worker are such as to imperil correct nutrition. I purpose to discuss these conditions *seriatim* :—

Standards of diets used by the Deccan labourer.

2. For comparison with the Famine Code diets given above, I quote the result of observations as to what articles and what amounts are eaten by the labourer in the Deccan per day. This calculation was obtained by causing women well accustomed to cooking to select from a small store—just as they would in prosperous times in their own houses—sufficient for one day's food. This was done in twenty experiments with the following results :—

Amounts required in times of prosperity by the Deccan labourer.

Articles of diet.	Quantity.
	oz.
Unhusked cholum	29 5
Dhal	5·0
Salt	1·2
Tamarind	1·0
Chillies	1·32
Oil	0·825
Vegetables	5·65
	lb.
Firewood	6·65

3. But, lest in selecting enough material for twenty-four hours' food a mistake might occur, observations were made of the amounts of grain and dhal necessary for a single meal only in forty-five experiments. These results went to show that the amounts chosen were in wonderfully close approximation to each other, although no scales were employed by the women—hand and eye being alone used. The following is the result when doubled for the equivalent of one day's supply :—

	oz.		oz.
Unhusked cholum ...	26·7	=Cleaned cholum at 7 per cent. wastage...	24·83
Dhal	4·758	=Cleaned dhal at 2·3 per cent. wastage ...	4·649

Certain parts of the year may be passed without the dhal, or with very little; certain parts of the year no special vegetables may be taken, but the tendency is always towards the quantities stated. The chillies allowed above seem heavy, but about 1 oz. is doubtless actually used. In the case of the grain, the tendency is towards a greater and not a smaller amount than here shown; so that it may be safely said that for an adult Deccan labourer in prosperous times one seer per day (two pounds) of dry grain is the standard.

At least one seer (2 lb.) of grain popularly regarded as requisite per day per adult male.

Indeed, the invariable sequel of the query as to the amount requisite for an adult male per day, is to cause with amusing regularity the index finger to be raised to give emphasis to the uniform statement that "one seer" is necessary. The free use of onions and tamarind at all times apparently keeps at a distance *scorbutus*; oil is not much used, but, when the person can afford it, this is employed. Curds and buttermilk, and occasionally ghee, are trusted to for the supply of fats. Although buttermilk is not rich in fat, it is so in valuable salts.

Theoretical nutrient value of diets.

4. The *theoretical* nutritive value of the relief-worker's diet is as follows :—

Ragi.

Class of relief-workers.	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
A	2·662	20·062	1·449	21·337
B	2·403	18·128	1·307	21·135
C	2·030	15·299	1·143	17·907
D	1·623	12·959	0·615	14·374

The above statement assumes that the whole grain and pulse laid down by the Famine Code is available : whereas no allowance for wastage is made in estimating the grain equivalent wage. The waste that occurs in cleaning ragi or cholum may be taken at from 7 * to 13 per cent. In the Bellary jail, long experience shows it to be 10 per cent. In reality, the methods of cleaning adopted by the cooly are wasteful; but I assume that care in famine times will be exercised; and, therefore, in discussing the value of existing diets, allow only 7 per cent. The *actually available* grain (in ragi) and the nutritive value obtainable with famine wages is therefore as follows :—

The Famine Code ignores results of normal loss by husking and cleaning grain.

Ration for relief-workers allowing 7 per cent. wastage for cleaning ragi.

Class of relief-workers.	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
A	2·496	18·715	1·348	21·758
B	2·273	16·966	1 282	18·389
C	1·921	14·319	1·122	16·900
D	1·531	12·111	0·597	13·484

Standards affording contrasts with Famine Code diets.

The following affords a standard that may be usefully contrasted with the foregoing :—

Diet of free labourer (Deccan)—cleaned grain.

Articles of diet.	Quantity.	Albuminoid.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.	oz.
Cholum	24·831	2·309	17·953	0·497	19·096
Dhal	4·649	1·037	2·831	0·098	3·047
Oil	0·875	..	..	0·875	2·013
Vegetables	7·970	0·143	0·462	0·040	0·554
Total ..	38·325	3·489	21·246	1·510	24·710

5. The difficulty at all times recognizable as to fixing the proportions of constituents in a diet devoid of meat has been the fact that, whilst legumes may be relied upon to represent a fair proportion of albuminoids found in less proportion than requisite in cereals, beyond dealing with a certain amount the stomach refuses to be made a chemical laboratory of, and shows its resentment in the form of indigestion. To keep within this limit, therefore, and yet provide a proper amount of albuminoids without overdoing the proportions of starches found in the staple grains, is a matter of importance. This has been obviously carefully held in mind by the framers of the famine diets; and, were the cooly to be equally appreciative of chemical and physiological questions involved, the combination of efficiency with economy would be less

* I obtained 7 per cent. by exercising the greatest care repeatedly searching the refuse for eatable portions. The Tahsildar Pattikonda, made an experiment also conducted with much care and got 7·85 per cent.; but this "Nukaloo" was by no means so clean as demanded in jails. Ten per cent. may be regarded as a safe allowance.

questionable. His knowledge, however, is limited to the fact that an amount of grain is requisite that will make his belly-band tight, and, till that is accomplished, he believes himself hungry. That the Deccan cooly is not alone in the matter of bulk of food, I may illustrate by stating that a short time back a party of American soldiers started on what was to be a prolonged march on highly concentrated provisions. In a limited bulk there duly existed the necessary amount of nourishment according to the chemist, and in easily assimilable forms; yet, the men failed to accomplish their work and returned weak, worn out and unfit for duty. Diminution of bulk of food is therefore a question of education, and a population cannot be readily made to fall in with the scientific system of a certain proportion of dhal to grain, &c., laid down for its guidance in the Famine Code. Recent researches by Dr. Pavey into the functions of carbo-hydrates render it probable that this is not altogether to be regretted, and that, in the presence of a certain amount of proteid substances, carbo-hydrates may contribute to the formation of proteids. Indeed, it is not unlikely that the Deccan type of one (and more) seer of grain per diem without dhal for a part of the year is not physiologically wrong, as it would seem in the present state of knowledge. Dr. Pavey's researches cannot, however, yet be applied practically to consideration of these diets, until further experience and data are obtained, and, whilst recognizing that the excess of carbo-hydrates is not an evil, and may mean an aid towards formation of albuminoids, such excess *cannot in the present state of knowledge justify abating the demand for a sufficiency of ready-made albuminoids* represented in these diets by dhal. The excess of carbo-hydrates may further explain the fact that a vegetable oil or animal fat is not a constant part of the diet. I enter into this matter, as it is important to remember that, in using a wage calculated for the reduced diets shown, the Deccan relief-worker is specially liable to the inimical influence of want of sufficient albuminoids in his diet; because believing he cannot buy with his wage enough staple grain at disposal, he will not purchase the expensive dhal that is the essential addition to eke out a correctly proportioned diet.

Given but a small allowance of grain, the relief-worker does not possess the knowledge requisite for a correct adjustment of albuminoids.

6. I have suggested in paragraph 1 that it is likely to produce considerable confusion that the details showing clearly what has been regarded as sufficient for each class of relief-workers are not exhibited. But, whilst this implies inconvenience to those who would feel the responsibility of watching the health condition of relief-workers, a defect that cannot do otherwise than detrimentally influence the results aimed at consists in assuming that so long as such and such a weight of "staple grain" is obtained, no further refinement in definition is requisite. Yet, a little consideration will show that, when working with so fine a margin, or rather, as I show further on, practically no margin at all, for variations in prices of "other items," it is essential that the nature of the grain in use be allowed for. Thus, using B diet as a type, it will be seen that considerable variations occur in the important item of albuminoids according as the grain in use be wheat, cholum, ragi or rice :—

Nutrient value of B diet (allowing 7 per cent. for cleaning).

Grain.	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
Wheat	3·749	17·087	1·241	19·942
Cholum	2·837	17·933	1·415	21 188
Ragi	2·403	18·128	1·307	21.135
Rice	2·403	19·235	1·111	21·791

Effect of Famine Code ignoring the nature of the staple grain used with relief-worker's diet.

So that to enable the same total of albuminoids to be obtained from ragi as from cholum on the B diet (provided the alteration were made in grain alone) it would be necessary to allow 5·95 ounces more; that is, 5·95 ounces should be added to the 21·7 ounces of ragi to make it equivalent to cholum, no calculation being made for wastage in either case.

7. The following exhibits the actual results of attempts to purchase the "other items" at various places with the wage allowed. Every precaution was taken to see that the items were obtainable at the same prices as those given to the cooly. The official rate was 15 seers per rupee; and I may here state that, to prevent confusion, this rate is adhered to in all calculations made in this memorandum:—

At Adóni—

A. wage ... A. 1 P. 5

Items of diet according to Famine Code.	Cost (a). A.	Cost (a). P.	Cost (b). A.	Cost (b). P.
24 oz. cholum	0	9	0	9·75
4 „ dhal	0	2·75	0	2·50
0·5 „ salt	0	·33	0	·38
1 „ oil	0	3	0	3
0·5 „ chillies } 0·5 „ tamarind }	0	1·25	0	1·25
Total ...	1	4·33	1	4·88

Note.—(*a*) and (*b*) refer to different shop prices.

B wage—As. 1–3.

	A.	P.
21·7 oz. cholum	0	8·7
3·6 „ dhal	0	2·25
0·45 „ salt	0	0·34
0·9 „ oil	0	2·7
0·9 „ chillies, tamarind }	0	1·125
Total ...	1	3·11

D wage—Pies 10.

	A.	P.
16 oz. cholum	0	6·4
2 „ dhal	0	1·375
0·33 „ oil	0	0·99
0·33 „ salt	0	0·251
0·5 „ tamarind and chillies	0	0·625
Total ...	0	9·641

What could be actually bought at Adóni for As. 1–3—

29·35 oz. cholum.
1 „ salt.
1 „ chillies.
1 „ tamarind.

At Hathibelagul—B ration—B wage—As. 1–3.

	A.	P.
21·7 oz. cholum	0	10·85
3·6 „ dhal	0	2·70
0·45 „ salt	0	0·337
0·9 „ oil (not available)	0	2·7
0·45 „ chillies	0	·17
0·45 „ tamarind	0	·085
Total ...	1	5·6

Actually bought at Hathibelagul for As. 1–3 *as the best bargain for the money*—

22·5 oz. cholum.
3 „ dhal.
·5 „ chillies.
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22·5 oz. cholum.
3 „ dhal.
·5 „ chillies.
1 „ salt.
1 „ tamarind.

At Kosgi (casbah near Chinnathambulam works)—B wage—As. 1-3.

		A.	P.
21·7 oz.	cholum	0	8·7
3·6 „	dhal	0	2·7
0·9 „	oil	0	2·25
Salt, chillies, tamarind	... ...	0	2
	Total ...	1	3·65

Bellary—A wage—As. 1-5.

		A.	P.
24 oz.	cholum	0	9
4 „	dhal	0	3
1 „	oil	0	3
1 „	salt ...		
0·5 „	chillies		
0·5 „	tamarind	0	2
	Total ...	1	5

At Pattikonda—wages being As. 1-3 for B class.

		A.	P.
21·7 oz.	cholum	0	8·7
3·6 „	dhal	0	2·7
0·9 „	salt	0	·9
0·8 „	vegetables, condiments	0	1·8
0·9 „	oil	0	2·25
	Total ...	1	4·35

There is, therefore, usually a deficit as to purchasing the bare rations below the A wage, whilst in all a margin for fuel, &c., does not exist. On my representing this to the Collector of Bellary and the Executive Engineer, the latter made an independent experiment and purchased the full ration with a fraction of a pie to profit—without, however, any fuel. On comparing prices given, we practically agreed; but I found that the fractional margin had been obtained by reducing to an absurdity the amount of chillies requisite for a single diet, and causing vegetables to be represented by a single brinjal—about the size of a pigeon's egg. This officer has kindly promised to subject the matter to test on all his works; but from frequent enquiries, I am satisfied that *unless the single ounce of vegetables and condiments allowed in the ration be juggled with,* * *so as bring the amounts outside the pale of practical dietetics, the ration cannot be purchased with the allowance for "other items."*

In practice, no "margin" exists in B and C wages.

8. Further, it is a mistake, when calculating the rations, to assume that the whole wage is available daily. The "rest day" gives the cooly but the minimum wage. Thus, at 15 seers per rupee, As. 1-3 is the wage for B class and the minimum is one anna, so that As. 1-2·57 is the daily average wage. Similarly, in the case of the A wage, the minimum of one anna reduces the daily wage of As. 1-5 to a daily average of As. 1-4·3. Therefore, the "ample margin" provided by the framers of the present Famine Code disappears, even on the A wage. Of course, this may be got over by stating that on receipt of the minimum wage the relief-worker does not labour; he receives a wage that will

Still less, is it possible to obtain the diet on the average daily wage?

* Since writing the above, I am in receipt of letter, No. 417, dated 21st January 1897, with which the Collector of Bellary forwards a letter from the Deputy Collector of Adóni, dated 8th January 1897, No. 49, in which it is contended that the rations can be purchased in the wage with a fraction of a pie to profit. But even this was done only with A and D diet; B and C were ignored, yet that this could only have been accomplished by reducing the condiments and vegetables to an *absurdity* is borne out by the following extract from the letter by the Adóni Deputy Collector:—

Total condiments and vegetables. { "Six chillies, tamarind ball bigger in size than a marble. two small brinjals weigh 2½ tolas, value of these articles is 1¼ pie each." [!] } 1·50 pies and

sustain life during *rest*. But practice sets this theory at naught. It is clear that in many relief works release for the rest day simply means that a journey of five, or perhaps ten, miles to the nearest village for market supplies has to be undertaken. In any case, as a fact, the total nutrient value of the week's diet of the B class is *limited* by the sum not of As. 1-3 but of As. 1-2·5 and the relief-worker must necessarily adjust his food to this sum.

9. Should the relief-worker not proceed to a neighbouring central town, such as the cusbah station, once weekly for his food, he suffers monetarily; because the village shopman always runs his prices above the cusbah rates. I have found this frequently the case, even allowing for conversion of the 86 tola measure to the Government measure of 80 tolas.

There is no margin to cover the villager as against cusbah prices.

10. A further reason why the relief-worker does not get the nutrient value supposed by the Famine Code diets rests in the fact that, in the midst of scarcity, immature or otherwise inferior grain is bought; quality is here sacrificed to quantity. Thus I found that this year's immature grain in use near Alúr weighs, per seer of 86 tolas, 30 ounces, against 31·5 ounces for old white cholum, and against 34·4 ounces presumed by Government in regulating the 80 tola seer standard; so that the loss by immature grain is 12·8 per cent. Hence, *plus* the loss by wastage in cleaning, which, with the utmost economy, must be 7 per cent., there results a total loss of 19·8 per cent. or, in other words, the ration of available cleaned grain in B diet is reduced from 21·7 oz. to 17·4 oz.

Effect on nutrient value of inferior grain.

Note.—In the case of specimens handed to me by the Famine Commissioner, the difference between the mature and immature grain when measured and weighed, respectively, showed 4½ oz. in favour of matured and old grain per seer.

11. Nor do the relief-worker's chances of not receiving even the scanty ration presumed by the Famine Code end here; he has to run the gauntlet of being with a gang that has been subjected to fine or deductions. There can be no doubt that at times these may be conducted with supreme disregard of the fact that the population dealt with is one possessed of no margin, either of funds or physical strength upon which to call. The cause of these fines and deductions may be beyond the control of the greater number of persons subjected to these results. Thus, during my inspection of the Siruguppa road relief works (Bellary district) I found that adult men stood before me holding out their day's wages consisting of 6 and 9 pies. Revenue Board's Proceedings, No. 6834, dated 25th December 1896, show that in the Kurnool district the following fines were enforced:—

Effects of fines and deductions on total nutrient value.

Taluk.	Quantity of work to be done.	Quantity of work actually done.	Deduction in pay to be made.
	Class C.		
	c. ft.	c. ft.	
Koilkuntla	9,729	9,791	Minimum wages were paid.
Do.	852	689	Deductions varying from one-tenth to three-fifths of C class wages were made for most of the gangs on all days. Excess work also paid for on 4th December 1896.
Pattikonda	486	462	A deduction of one-sixth C class wages was made on the 1st day for the only gang formed that day.
	Class B.		
Sirvel	49,801	25,108	A deduction of half the wages.
	Class C.		
Do.	1,343	599	A deduction of three-fifths of the wages.
	Class B.		
Do.	4,139	1,218	Deduction varying from three-fifths hto nine-tenth B class wages.
Nandikotkur	726	653	A deduction of one-fifth B class wages.
Do.	523	388	
Do.	15,907	9,242	Varying from one-fifth to four-fifths of B class wages.

I am at time of writing this near a work (Maddikera) where the majority of the gangs are receiving the minimum wage per day, whilst defective organization as to distribution of tools and the physical condition of the gangs (dealing with excavation) show that the cause is beyond their control. Discretion * here would have seemed essential, and a much diminished task should have sufficed till organization was correct, and a chance had been given for improvement of physique by food that could not certainly be obtained on the minimum wage.

12. A further cause of reduction of the total nutrient value of the ration results when there is neglect of the fact that, if persons are so hard pushed as to resort to test works, there must also be in their houses the old and infirm, or those who are *rightly striving* to keep the remaining cattle fed, that is to say, that the ration meant by the Famine Code to cover the cost of coolies on works accommodated in sheds, and provided with bazaars on the works, is not applicable to the condition of affairs when neither bazaar nor relief circles are formed.

Where "relief circles" are not formed, the worker is at a disadvantage not contemplated in regulating his diet.

13. To complete this method of consideration of wages, it is well to ascertain the actual food lived upon by the relief-workers as a result of the various factors enumerated, showing that certainly no "ample margin" existed. On examining, with their consent, the food of relief-workers on Chinnathambulam works taken haphazard, the following results were obtained:—

What can the relief-worker really procure in the way of food?

For one man and child—plain cholum pudding lb. 3·9, equivalent to 12·81 oz. dry grain.

For two men—nothing but plain cholum pudding 3 lb. 3¼ oz., equivalent to 12·81 oz. dry grain.

For three nursing women—cholum pudding, fragments of kora vegetable, cost 1 pie, green chillies 1 pie, salt 1 pie, total weight 3 lb. 2½ oz., equivalent to 12·625 oz. dry grain.

For two children and one woman—kungunny 2 lb. 2¾ oz. (with kora 3 pies, salt 3 pies), equivalent to 8·69 oz.

For five men—2 lb. 5 oz. cholum with green chillies 1 pie worth and salt 1 pie, equivalent to 9·25 oz. [This seems a very improbable amount; but the five men insisted that was all they could afford to eat, whilst bye-standers confirmed the statement.]

14. Although the condition of scarcity had not lasted more than two months, the state of relief-workers under the above condition on the Chinnathambulam and Adóni-Guntakal works cannot be regarded as reaching the standard set forth by the Famine Commission, namely, "the retention of the able-bodied labourer in a state of strength and health." The following was the result obtained by me on examination of the gangs in the localities stated:—

What is the effect on the physique of the relief-worker of the conditions under which the wages are received?

* Before my departure, a reduction in the task required was made by the Public Works Department Officer. This was none too soon, as the men were much overtaxed by the end of the day. My remarks apply to gravel digging.

			Men.						Women.						Children.									
			Number.	Percentage.	Nursing mothers. Number.	Nursing mothers. Percentage.	Good. Number.	Good. Percentage.	Number.	Percentage.	Nursing mothers. Number.	Nursing mothers. Percentage.	Good. Number.	Good. Percentage.	Poor. Number.	Poor. Percentage.	Bad. Number.	Bad. Percentage.	Number.	Percentage.	Good. Number.	Good. Percentage.	Bad. Number.	Bad. Percentage.
Chinnathambulam works, Bellary district.	2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	13 and another.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	17	5	8	57·1	11	33·4	9	90·0	7	66·7	16	7·1	1	4·1	1	10·0	..	..	3	10·0	3	10·0	..	..
	18	42	14	20·9	13	56·5	3	83·3	38	34·6	29	16·4	11	20 2	17	19·4	..	..	6	19·4	6	19·4	..	..
	Total	..	5	35·8	14	42·4	12	92·3	45	45·7	45	13·6	12	24·1	18	23·7	..	..	9	13·2	9	13·2	..	..
Aldr-Guntakal works, Bellary district.	1	10	5	66·7	5	33·3	1	50·0	16	31·4	11	..	1	5·6	1	5·6	..	..	1	5·6	1	5·6	..	..
	6	..	..	..	3	23·8	1	50·0	29	42·1	16	..	1	5·9	4	23·5	..	..	4	23·5	4	23·5	..	..
	7	57	27	59·4	29	33·3	2	66·7	72	39·8	12	12·5	3	19·3	35	19·3	2	1·2	35	19·0	25	19·0	1	0·8
	12	6	6	53·8	3	27·3	1	50·0	23	62·3	..	..	..	9·1	4	9·1	..	..	3	10·0	6	19·4	..	..
	13	22	6	81·4	4	33·3	1	50·0	2	20·0	..	..	..	40·0	2	40·0	..	..	1	5·6	1	5·6	..	..
	14	26	1	89·7	7	77·8	1	50·0	17	58·6	..	..	..	24·1	7	24·1	..	..	4	22·2	4	22·2	..	..
	15	..	..	..	2	8·3	..	..	18	35·3	..	..	..	27·4	14	27·4	..	..	..	..	..	..	..	..
	Total	..	7	70·8	9	50·0	3	50·0	19	37·3	1	2·6	..	..	3	11·5	..	..	..	..	..	..	..	..
	1	17	7	74·3	6	26·7	2	66·7	10	38·5	..	..	..	17·2	5	17·2	..	..	2	11·1	2	11·1	..	..
	2	..	..	..	4	26·7	1	33·3	12	41·4	..	..	..	..	6	..	..	..	4	22·2	4	22·2	..	..
Maddikera works, Kurnool district.*	3	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	4	12	7	64·6	..	..	..	..	17	56·7	17	7·1	1	9·2	3	9·2	..	..	3	16·7	3	16·7	..	..
	5	5	9	29·4	..	..	..	..	13	41·9	13	16·4	11	20 2	8	6·2	..	..	1	5·6	1	5·6	..	..
	6	..	..	..	..	..	..	..	6	33·3	6	..	..	..	4	4·2	..	..	1	5·6	1	5·6	..	..
	7	..	..	..	..	..	..	..	47	70·1	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	Total	..	19	67·1	4	42·9	..	..	24	53·3	12	..	..	5·6	17	6·2	..	..	8	8·9	8	8·9	..	..
		21	45·7	19	41·3	6	13·0	119	57·5	71	34·3	12·5	2·3	84	46·7	65	35·3	35	19·0	25	19·0	1	0·8

* The opening of works here was manifestly too long delayed. The failure of children here, as compared with the result for the Bellary works, is marked.

In estimating the health state of the relief-workers from the above atistics, it must be remembered that the process of malnutrition, as contrasted wit starvation is a slow one. The failure of the women, and more especially of the nursg mothers, before the men showed marked effects, must be regarded as but an ordinr sequence of events. In regard to children referred to, it is necessary to rememb that they are those above five years of age, and not of that more perilous stage of e between one and five years.

15. In the preceding paragraphs, I have pointed to facts that uence the total nutriment for the wage afforded, especially with the object of donstrating the fallacy of speaking of an "ample margin" being available. Leavi aside this question, I would now consider the diets from the point of sufficiencyIt may be accepted as a fact that, unless the Jail Department has been guilty o oss extravagance up to date, the jail diets are calculated so that they allowthing but what is requisite for "retaining an able-bodied labourer in health and sgth." It would, therefore, be useful to contrast the diets obtainable (average dain jail and out of jail by the famine-stricken :—

District Jail diets—Hard labour.

Articles of diet.	Quantity.	Albuminoid.	Starch.	Oil.	ect.	Salt.
	oz.	oz.	oz.	oz.		oz.
Ragi	24	1·752	17·568	0·360		..
Dhal	3·1	0·691	1·888	0·065		..
Oil	0·5	..	..	0·5		..
Vegetables, including 1·706 oz. condiments and garlic.	7·706	0·139	0·447	0·039		..
Meat	2·143	0·321	..	0·180		..
Salt	1·0	..	..	..		1·0
Total ..	38·449	2·903	19·903	1·144		1·0

Simple imprisonment for males (and females on labour) in District J

Articles of food.	Quantity.	Albuminoid.	Starch.	Oil.	Salt.
	oz.	oz.	oz.	oz.	oz.
Ragi	20	1·460	14·640	0·300	..
Dhal	3·1	0·691	1·888	0 065	..
Oil	0·5	..	..	0·5	..
Vegetables, including 1·706 oz. of condiments and garlic	7·706	0·139	0 447	0·039	..
Meat	1·7	0·255	..	0·143	..
Salt	1·0	..	..	..	1·0
Total ..	34·006	2·545	16·975	1·047	1·0

Sub-Jails.

Articles of diet.	Quantity.	Albuminoid.	Starch.	Oil.	Salt.
	oz.	oz.	oz.	oz.	oz.
Ragi	24	1·752	17·568	0·360	..
Dhal	3·857	0·860	2·349	0·081	..
Oil	0·5	..	..	0·5	..
Vegetables, including condiments	7·5	0·135	0·435	0·038	..
Salt	1·0	..	..	..	1·0
Total ..	36·857	2·747	20·352	0·979	1·0

16. The utmost that can be proposed in the way of economy in the case of the jail diet is the increase of dhal and abolition of meat *; but, the endeavours would still be to secure the total proteids and starches. In this case, the ration is reckoned by allowing for wastage of grain, pulse vegetable and meat; not so however the famine rations. So that the rations allowed (ragi being the grain in each case) for a criminal and a famine-stricken population, respectively, may be thus contrasted with acknowledged standards of what is essential :—

* As has indeed been proposed by the Inspector-General of Prisons, Madras.

—	—	Albuminoids.	Starch. equivalent.
		oz.	oz.
A. Hard labour	Jail	2·903	22·087
	Relief works	2·496	21·758
B. Moderate labour	Jail	2·747	22·602
C. Do.	Relief works	2·273	18·389
	Relief works	1·921	16·900
D. Simple existence	Jail	2·545	18·915
	Relief works	1·531	13·484

The necessary nutrient value of rations according to standard authorities—

Lethely's scale (108-*lb. man*).

	Nitrogenous.	Carbonaceous.
	oz.	oz.
Idleness	1·92	14·12
Ordinary labour	3·28	21·05
Active labour	4·18	25·18

Playfair's scale (108-*lb. man*).

—	Albuminoids.	Fat.	Carbohydrates.
	oz.	oz.	oz.
Absolute rest	1·4	0·36	8·64
Gentle exertion	1·8	0 72	8·64

Dr. Meinert's scale (quoted by Church).

—	Albuminoids.	Oils.	Starch.	Starch equivalent.	Ratio.
	oz.	oz.	oz.	oz.	oz.
Bare sustenance	2·184	0·774	7·735	9·514	1:4·56
Moderate work	3·038	1·452	12·889	16·230	1:5·34
Hard work	3·739	2·578	11 510	17·438	1:4·66

These standards represent the amounts requisite after allowing for the difference of weight between the average European and Native. I have taken 108 lb. as a fair estimate of the weight of the Madrassee. This is the weight obtained as the average in the Lunatic Asylum, Madras, in a population of about over 500.† I choose the Asylum population, because it represents average individuals (adult males) from all parts of the Presidency, as I believe the average Tamil and the agricultural labourer of the Deccan differ in weight.

† Average age, 33 years.

Irrespective of the small allowance of albuminoids exhibited in the Famine Code diets by the above contrasts, the absurd provision of 1 oz. for vegetable and condiments in the famine diets against that for jails (paragraph 15) is very striking. In short, the only further possible way of making an economy when contrasted with jail diets has been effected by the framers of the Famine Code *at the expense of*

How it has been arranged to give the relief-worker a cheaper diet than the criminal.

the vegetable diet. That he may live to-day, the relief-worker has, therefore, to run certain risks in the future. On these diets, slowly but none the less surely, scorbutic symptoms must show themselves. They must have been devised by officers who never saw the horrors of the so-called "famine ulcers" in the famine of 1877. At that time, men were to be found in hospitals in rows with their legs simply rotting from their bodies, as a result of this scorbutic taint, combined with absence of sufficient nitrogenous diet. A more recent instance of the attempt to live on just such a type of diet—somewhat better indeed—was exhibited in the fate of the followers in the various late Burmese expeditions, large numbers of whom passed through my hands in Mandalay in 1892-93. That large numbers of men broke down in health with symptoms of land scurvy in these expeditions is notorious. Their diet provided (wheat flour ration) 4·141 oz. albuminoids and 18·881 starches; but the antiscorbutic, or vegetable diet, was represented by ½ oz. *amchur*, which it is possible the exigencies of service did not permit them always to get.

The danger of straining too much at economy.

I consider that, in the Famine Code rations, exactly the same class of mistake is being made. Whilst, in the case of the A and B wage, it might be possible for the relief-worker to obtain the minimum amount of vegetable salts by contracting the purchase of the already too small amount of staple grain and "other items," this point is of distinct import when dealing with such finely drawn theoretical diets as afforded by the C and D wage; for it must be remembered that in these not only are the total starches and albuminoids diminished, but that vegetable diet * is brought to the vanishing point.

* D ration—Combined vegetables and condiments, = 0·5 oz.

17. True, workers on diet C have normally but 50 per cent. of a full task; but what officer on relief works will adjust to this diet the task so as to compensate for distance walked from villages to works, the grinding of the day's provision, cooking the same and searching for fuel, not provided by the wage. Take the instance of the gangs from the Hathibelagal village. Certain of these walked about five miles in the morning starting from their homes in the dark at 4 A.M.; they worked at task labour from 7 to 12, and then had two hours' rest; worked from 2 to 5-30 P.M. and walked back five miles arriving at their village at about 9. They required from this time to 11 P.M. for cleaning, grinding, and cooking their food; they got to bed at about 12. This is, I hope, but an exceptional case; but 8 miles per day is not an unusual task. Ten miles per day equals 101·8 foot-tons or (0·47) nearly half a day's work. Unless, therefore, it is possible, in accordance with the refined calculation of the Famine Code as to the diet, to estimate not only the force requisite for the task, but also the total duty performed by the relief-labourer upon such a diet, it follows that the absence of any margin becomes a serious matter. Thus, with ragi grain, and not allowing for wastage, the C diet yields in albuminoids exactly that held necessary by Letheby for "idleness," and but 0·121 above that allowed by Playfair for "gentle exertion," a term that may be said to restrict motion to passing from one room to another, sewing with a needle and the like. Now, it is held that 400 foot-tons per day for the average able-bodied European represents a "hard day's work," and 300 tons is a "fair day's work." Reducing the latter task proportionately for the weight of 108 lb. man that I have assumed above, the task for an average day's work for a Madras native would be represented by 216 tons. But, the task required of the C class is but 50 per cent. of a full day's task; so that 108 foot-tons would represent the work required. If, however, the relief-worker has to march with a child weighing 16 lb. three miles to and from the work—a very common event—the amount of energy spent in marching alone represents 43·84 foot-tons, or 40 per cent. of the appointed task for the day. In short, in my opinion, so long as the standard aimed at is "to keep the able-bodied labourer in health and strength," the C wage is absolutely unsuitable for men *on tasked labour.*

It is not safe to adjust work and wages [diet] without allowing a margin.

The C wage should be abolished for tasked labour.

18. In the case of the D wage, I consider it provides a diet that ought to find no place in a system of relief, otherwise than for penal purposes. I have in paragraph 5 given reasons for believing that the relief-worker will not be guided by the light of scientific researches, and will most certainly not take care to provide a *quantum* of dhal with his one pound of grain. Further, he is saddled with the difficulty of not possessing one pound of prepared flour, but one pound of *unhusked grain.* Granting this, and assuming the unlikely contingency that he will correctly proportion his diet so as to gain the proportion of albuminoids according to the ideal of the Famine Code, the total diet would still represent 0·269 per cent. below what is necessary for "gentle exertion" according to Playfair, and no less than 0·653 per cent. below that held as requisite from the average quoted by Church for "bare sustenance," the calculations being in each case for a man of 108 lb. In discussing this diet more especially, it is seen how great the range may be of total nutrient value in accordance with the description of staple grain used. Thus, those who contend this slender ration is sufficient (paragraph 9, Government of India Resolution with G.O., No. 685, dated 24th September 1894) have much more sound argument on their side, when they rely upon wheat, which I believe is largely used in the north of India as the staple grain, the comparative figures being as follows:—

D wage is absolutely unsuitable otherwise than in wheat-consuming localities.

—	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
Wheat	2·615	12·191	0·567	13·496
Cholum	1·943	12·815	0·695	14·414
Ragi	1·623	12·959	0·615	14·374
Rice	1·623	13·775	0·471	14·869

In this Presidency, the chances of the cooly getting wheat flour are out of the question; what must be contemplated is the use of either ragi or cholum, and, when all dry grains are exhausted, rice. Beyond the richness in oil, practically, in dealing with rice and ragi, the same nutrient value is obtained.

19. *Recommendations based on the foregoing remarks.*—Having then pointed out what I regard as faults existing in the Famine Code diets, it remains for me to suggest what I think is requisite. This must depend upon what are the intentions of Government as to the famine-stricken; if it abide by the standard of maintaining the labourer in strength *and* health, none of the diets will suffice, owing to absence of provision for vegetable salts. But, if the intention be simply to preserve a population, so as to buoy it over an unfavourable period not exceeding, say, three months, diets A and B will suffice for the purpose, remembering that in proportion as the population uses the the type of diet laid down in the Famine Code, and fails to spend a certain part of the scanty wage upon vegetable diet, or is unable to procure it in at least the form of sufficient tamarind, a scorbutic taint must be forthcoming that may bring mischief to a certain proportion; but, in diets C and D the risk becomes so great, that it should not be run even for this brief period. In short, I consider diet C unfit for use with relief-workers *placed on tasked labour.* Subject to the scorbutic risk, it would suffice for (1) untasked labour; (2) as the *minimum* for tasked labour resulting from "reductions," for short work; (3) for gratuitous relief and (4) for poor houses. Diet D should be solely the reward of *contumacious* refusal to work, and not the sustenance of weakly gangs "given enough exercise to maintain health," the nutrient value being such as to render it quite task enough that life should be retained, if it be persisted in day after day.

20. If the diets procurable by wages A, B and D then are retained, the following changes would be necessary:—

(*a*) The amount of grain should be added to, to an extent sufficient to cover loss by wastage, say 10 per cent.

(*b*) The wages should be increased to an extent sufficient to provide a margin that will secure about six ounces of vegetables in diet A, and proportionately in others, and for provision of fuel for town-dwellers.

(*c*) The rations calculated as procurable for each wage should be distinctly set forth in detail in the Code.

(*d*) A relief work distant from the casbah more than three miles should *invariably* have attached to it a bazaar from the moment the work is opened; when feasible, by private arrangement; but, failing this being possible, under official arrangements, so that the articles set forth in the ration allowed should be obtainable on the spot.

(*e*) To encourage the proportionate use of grains and pulses, a short note should be given to each head cooly calling attention to the desirability of so constructing a ration. At the bazaars, the ration should be exhibited by placards in the vernacular; also on the head cooly's muster roll. No interference with the relief-worker's actual purchases should be attempted.

(*f*) Whilst the calculation that condiments and "other items" will correspond to the proportion of grain allowed in the Code is ingenious and fairly correct, it is inapplicable when dealing with so finely estimated diets as those discussed. It does not follow that "other items" will fluctuate with the grain, or that there will be a "margin." It is consequently a round-about way of calculating, for which there can be no good reason. There can be no difficulty in the Tahsildar at the time he issues the statement of the equivalent wage, also quoting in detail the cost of "other items," and this I think should be *invariably* adhered to. It is an arrangement fair to the public funds, and fair to the relief-worker.

(*g*) Not the rates of the casbah but of the villages adjoining the works should be taken as the basis of the Tahsildar's notification.

(*h*) The change from cholum to ragi being distinctly to the detriment of the relief-worker as to total nutrient value of his diet, when cholum is the staple of the district a change to ragi or rice should not be made simply on the ground that the cheaper grain is *procurable* in the larger towns in the district. It should be proved distinctly that such change of conditions has occurred in the area affected as to have led to its free importation in *all the smaller villages*.

(*i*) The moment a test work has proved the necessity for employment the "circle relief" system on behalf at least of villages sending labourers should be started as the logical sequel; for it stands to reason that those who come for employment, out of necessity also leave the aged and infirm at home, whom they have to support from the wage received, although it is calculated for the support of one person only: the two systems must be *inseparable*.

(*j*) Equally, if the wage is to suffice, there should be no hesitation as to multiplying kitchens, so that they shall not be distant from gangs more than one mile, failing which a system of transport of food should be employed for distant kitchens.

(*k*) There should be three classes of labourers—the A, the professional, the B, or able-bodied but not professional, and C, the untasked and weakly. For those on the B wage the existing tasks for B and C should be retained *leaving it to the discretion of the officer in charge of the works what that task shall be.* Proportionate deductions for short work would then be possible down to the existing rates for the wage C. Any deduction below this must be solely as a fine, after due investigation by the officer in charge of the work and a special report should be furnished on the subject.* This is in accordance with section 106 of the Famine Code, and with, I believe, the opinion of most who have had practical experience of famine conditions. The assumption that famine works would become "unduly attractive," or that relief-workers would be persistently idle is, under the special circumstances, very erroneous; except in the immediate neighbourhood of large towns, the typical relief-workers (agricultural labourers) are disciplined with the greatest ease; they regard joining a relief work as a degradation, and will not resort to it till absolutely obliged. If they fail to turn out a required task, it is a matter of ten to one that the supervision is bad, or that the organization of

* It should always be required that this report be accompanied by a declaration that the organization of the gang as to proportion of men, women and children, and its equipment as to provision of tools were correct.

the gang is absurd as to proportion of men and women, or that, as occasionally happens, what with length of journeys from the village to the works, they literally are unable to cope with the duty required, or are so dispirited by repeated fines and private hardships as to be morally unfit to make the effort. I consider, when attempting relief upon the special system relied upon in the Code, that the question of tasking and fining is far too delicate a matter to be dealt with successfully within the limits permitted in G.O., * No. 728, Revenue, dated 18th December 1896. On the opposite, I respectfully suggest that the only safe policy for Government to assume is that the officer in charge of the works is primarily responsible that tasking is judiciously arranged as to each gang, and ensure that this responsibility has due check by inspection by superior Engineer Officers and Medical Officers specially detailed for sanitary duty.

* Communicated with B.P., dated 26th December 1896, No. 460.

(*l*) To effect proposals in the foregoing paragraph, medical inspection of each work should be arranged for systematically. If Medical subordinates at disposal are insufficient to enable one to be on each work, inspection should be arranged for at least every fortnight by an itinerant officer. Each gang should then be inspected, and the officer in charge should be bound to decrease the total task expected, if in the opinion of the Medical Inspector given in writing this is necessary.

(*m*) Male children of 12 years of age should not be classed in future as men; the outturn of these little boys cannot fail to be less than the adult man he represents. In consequence, the gang with several such little boys in it is liable to suffer by deductions. Young children, from 7 to 12 years, might be allowed from one-fourth to half wage; those from 12 to 16 invariably three-fourths wage. I believe that the working of the order as to regarding "all persons of 12 and upwards on relief works as adults (section 120, Famine Code) is a constant cause of short work, and consequent unreasonable reduction to the wage of their adult fellow workers. For example, I have seen gangs supplied with earth by excavating by adults of 12 years of age with women carrying earth for them who could have carried twice the amount excavated. I have seen little boys armed with pick-axes who, weighed against these implements, had little in their favour. Even when these adults (!) have broken a basket of stones, they require aid to lift it on their heads. I am convinced that this is a fundamental error as to economy and imperils the whole system of relief works.

(*n*) *The necessity for the "ample margin" that has not been provided by the Famine Code.*—Fuel has to be bought by the relief-worker when in the neighbourhood of towns. In rural areas the worker gathers his own fuel, but these efforts imply daily greater distances, by one or more members of the family, to be travelled—even if the fuel consist of nothing but old jowari roots; as, perhaps, there are 4,000 people daily who share in the search. On the other hand, in towns, vegetables are readily procured, and the price of grain is usually less than in the village, although the opposite would seem the reasonable result.

It is therefore possible, by having a margin over the bare dry grain ration, to meet the requirements of both urban and rural areas, without making separate scales for each. Remembering fully the necessity of being just to the tax-payer as well as to the relief-worker, and taking care to disturb as little as possible sanctioned conditions of the Famine Code, I regard the following as the least wages that can be recommended, so as to secure the minimum of both grains and vegetable food, and yet hold the hope that both strength and health shall be retained by the relief-worker :—

Table showing proposed revised famine wages and ration (the example being worked at 15 seers per rupee).

—	A.		B.		C.		D.	
	Oz.	Value in pies.	Oz.	Value in pies.	Oz.	Value in pies.	Oz.	Value in pies.
				Males.				
Grain	26·7	10·7	24·1	9·6	20·3	8·1	17·8	7·1
Dhal	4·0	2·75	3·5	2·4	3·0	2·1	2·5	1·7
Salt	1·0	0·75	0·9	0·7	0·7	0·5	0·6	0·45
Oil	1·0	2·3	0·9	2·1	0·7	1·6	0·6	1·4
Tamarind and chillies.	2·0	2·5	1·8	2·3	1·4	1·8	1·2	1 5
Vegetables and fuel.	..	3·0	..	2·9	..	2·9	• ..	0·85
Total cost in pies ..	22		20		17		13	
Total cost in grain ..	oz. 55 or lb. 3-7		oz. 50 or lb. 3-2		oz. 45½ or lb. 2-10½		oz. 32½ or lb. 2-0½	
				Females.				
Grain	22·2	8·9	21·0	8·4	17·5	7·0	15·6	6·2
Dhal	3·3	2·3	8·0	2·1	2·6	1·8	2·2	1·5
Salt	0·8	0·6	0 78	0·58	0·6	0·4	0·5	0·375
Oil	0·8	1·8	0·78	1·76	0·6	1·4	0·5	1·15
Tamarind and chillies.	1·6	2·0	1·57	1·96	1·2	1·5	1·1	1·375
Vegetables and fuel..	..	2·4	..	1·2	..	0·9	• ..	0·4
Total cost in pies ..	18		16		13		11	
Total cost in grain ..	oz. 45 or lb. 2-13		oz. 40 or lb. 2-8		oz. 32½ or lb. 2 0½		oz. 22½ or lb. 1-6½	

• No fuel is allowed.

A. Represents professional labourers.
B. Represents able-bodied adult untrained labourers.
C. Represents untasked labourers, gratuitous relief, minimum wage arrived at by deducting for short work for classes A and B.
D. To be employed for penal purposes only, viz., for contumacious refusal to work, &c.
Children.—Wages will vary according to age, powers of work and requirements from one-fourth to three-fourths of those for adults.

By way of affording a contrast, I quote the figures proposed by the Famine Code Committee of 1882 (*vide* Board's Proceedings, No. 396, dated 27th May 1892) and the existing Famine Code rates.

Table contrasting the rates now proposed and those of the existing Famine Code with those fixed by the Famine Code Committee of 1882—worked in pies.

—	Males.				Females.			
	A.	B.	C.	D.	A.	B.	C.	D.
The Madras Famine Code Committee ration (*vide* paragraph 11 of Board's Proceedings, dated 27th May 1892, No. 396).	27	21	17	..	20	17	13	..
Existing Famine Code rates at 15 seers per rupee.	17	15	13	12	15	14	12	11

This Committee was aided by that thoroughly reliable and experienced sanitary authority, Dr. Cornish. The demands of this Committee were, in my opinion, just and reasonable. If I have offered a diminished ration, it is not because I think demands should be abated, but because I presume the decision of the Government against that Committee's recommendation was guided not by physiological considerations, but unanswerable financial problems, of which it alone can comprehend the full difficulties. I have, therefore, in making these recommendations, held before me the task of asking that *at least the minimum requirements* shall be subserved.

Read—again Memorandum of the Board of Revenue (R.S., L.R. and Agri.), dated 19th December 1896, Mis. No. 6787, calling on the Collectors of Kurnool, Bellary, Anantapur and Cuddapah to report, at a very early date, the actual cost of purchasing the amounts of the "other items" included in a relief worker's ration—both maximum and minimum—at Owk, Adóni, Tadpatri and Jammalamadugu.

Read—also the following letter from C. M. MULLALY, Esq., Collector of Kurnool, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated 5th January 1897, Dis. No. 23-Eng:—

With reference to the Board's Memorandum, Mis. No. 6787, dated 19th December 1896, I have the honour to give below the actual cost of purchasing the "other items" for the relief work at Owk:—

	Maximum.		Minimum.	
	OZ.	PIES.	OZ.	PIES.
1. Dhall	4	4	2	2
2. Salt	5	½	0·33	¼
3. Oil	1	3	0·33	1
4. Condiments and vegetables	1	1½	0·50	¾
Total ...		9		4

Read—also the following letter from M.R.Ry. S. RAMU IYER Avergal, B.A., Deputy Collector, Adóni Division, to the Collector of Bellary, dated 8th January 1897, Dis. No. 49:—

In returning the Arzi Dis. No. 4453, dated 28th December 1896, of the Tahsildar of Adóni, reporting the price of "other items" included in the wages of relief-workers under section 120 of the Famine Code, I have the honour to report that his calculations are correct, but the prices of dhall and salt as ascertained by him at the date of his enquiry (26th December 1896) differ slightly from what I ascertained by personal enquiries. I found that dhall sold at As. 1-8 to As. 1-10 a seer and salt 4½ pies, as against As. 1-11 and 5| pies, respectively, quoted by the Tahsildar. In the latter part of last month, there was a temporary rise in the price of salt owing to the breach on the Madras Railway.

2. I append a memorandum of my calculations. It will be seen therefrom that, taking the latest quotation of the price of yellow cholum, that is, 16·12 Imperial seers per rupee, the consolidated A class wages (As. 1-4) gives the labourer 2 pies less of other items than he is entitled to under section 120, if ghee is allowed; but that, on the other hand, it allows him nearly half a pie in excess of the cost of other items if oil is substituted for ghee. The consolidated minimum wage (10 pies) gives the labourer an advantage of ⅓ pie or 1 pie according as ghee or oil is allowed.

3. You are aware that the labourer does not eat dhall except on special occasions, and still less ghee. Of course, he makes up for the want of dhall by eating more of grain. I do not think that any labourer, if he can help it, will take less than three-fourth seer of grain. Taking all things together, the consolidated wage seems to me to duly provide for other items.

Endorsement by R. H. CAMPBELL, Esq., Acting Collector of Bellary, dated 11th January 1897, Dis. No. 195.

Copy with the calculation sheet submitted to the Board of Revenue, with reference to B.P., Mis. No. 6787, dated 19th December 1896. The result of my own enquiries at Adóni, is to show that the wage just covers the cost of "other items" allowed for in the Code.

Read—also the following paper:—

Letter from M.R.Ry. M. V. NARAYANASAWMI PILLAI Avergal, B.A., Special Deputy Collector, Jammalamadugu Division, to the Collector of Cuddapah, dated 28th January 1897, Dis. No. 29-F.:—

In reply to your foot-note, dated 22nd December 1896, on Board's Memorandum, Mis. No. 6787, dated 19th December 1896, I have the honour to submit herewith a statement showing the actual cost of purchasing the amounts of "other items" in the taluks of this division.

2. In section 120 of the Famine Code, the cost required for fuel has not been included in the "other items." As this expenditure is absolutely necessary, I have exhibited its price also in the above statement. The price of the staple grain (ragi) to the on the date to which the prices of the "other items" relate is noted below:—

Taluk.	Date.	Price.	
Proddatur	31st December 1896	19·0	Imperial seers.
Jammalamadugu	30th " "	18·0	"
Pulivendla	27th " "	13·0	"

3. In order to find out whether the grain allowances are unduly above or below the actual cost of the other items, a statement (No. II) is prepared and herewith submitted.

4. While the differences between the prices of the staple grain in the different taluks is large, the cost of purchasing "other items" does not vary proportionately. According to the prices reported by the Tahsildars, the coolies who earn the maximum wages are put to loss even leaving the cost of fuel out of consideration. In Pulivendla, there is a small saving owing evidently to the high price of the staple grain. In the minimum wages, there is a saving generally in Pulivendla and Jammalamadugu, and the loss in Proddatur is trifling. If the cost of fuel is included, the coolies who earn maximum and minimum wages have to be considered as sustaining loss alike by the adoption of the price of grain in lieu of the actual cost of the "other items" making up the ration.

5. I do not know for what reason the cost of fuel has not been provided for in the Famine Code; but fuel is required for cooking. On receipt of the Tahsildars' reports, I myself made experiments to see what the cost of fuel required would be, arranging the cooking most economicably. The result was that the Tahsidars' estimates were not above the mark. Generally, the cooly classes do not purchase firewood, but they collect dried leaves, &c., which answer the purpose. But now that the coolies on the work are expected to turn out the required task, they find little or no time to collect fuel. Some of them during the midday interval collect some fuel; but they have to wander about all the time and the interval cannot be called an interval of rest.

6. I take this opportunity to state that the relief-worker never does, at present, as a rule, purchase either the pulse or the ghee or the vegetables provided for. All that he gets is, a little salt, tamarind and chillies and he makes this into a "chatni" (ಚಟ್ನಿ). This costs him a pie or a pie and a half and for the remainder of the wage he gets, he purchases ragi and cholum. The adult cooly on the relief works eats at one meal more than can be cooked out of 45 tolas of ragi, the C class wage for a whole day. Besides, some coolies who have number of young children do not bring all the children to the works. Some are left at home owing to the distance of the works from their homes. These have to be fed out of the wage paid at the works. For these reasons, the relief-workers cannot afford to purchase pulse or ghee or vegetables, and they rest satisfied with the "chatni" that they make.

Endorsement by A. C. TATE, Esq., Collector of Cuddapah, dated 1st February 1897, Ref on C. No. 8298-Rev.

Forwarded to the Secretary to the Commissioner of Revenue Settlement and Director of the Department of Land Records and Agriculture, with reference to Board's memorandam, Mis. No. 6787, dated 19th December 1896. Information regarding the cost of purchasing "other items" has been tabulated also for Proddatur and Pulivendla.

Resolution—No. 144, dated 18th February 1897.

The valuable report forwarded by the Sanitary Commissioner with his letter, dated the 27th January, will be submitted for the consideration and very early orders of Government. The report deals with matters which are of the first importance in any scheme for affording relief to the distressed, and the drawbacks to, and deficiencies of the present system, to which Surgeon-Lieutenant-Colonel King draws attention, are most serious.

2. As an introduction to a discussion of the subject, the Board would draw attention to paragraph 184 of the report of the Indian Famine Commission, 1880, referring to certain main principles which should be kept in mind in times of famine.

The Commissioners stated that—

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

3. The paragraph above quoted was printed in the appendix to the letter from the Government of India, read in G.O., No. 1006, Revenue, dated 18th August 1883, in which the first Madras Famine Code was discussed. Together with it, the evidence of the most experienced administrators of the famine relief in 1877–78 in Madras and Bombay is given; whilst, in the same Proceedings of the Madras Government, a valuable letter from Surgeon-General Cornish on the subject of famine wages is also printed. A perusal of these papers is necessary to a full comprehension of the subject.

4. Under the first Madras Famine Code, the wages offered to relief-workers were made up of the money value of certain fixed amounts of grain, *plus* certain fixed sums of money. The latter were arbitrarily fixed upon the best information available, at the time the Code was framed, as to the money value of the items other than grain required for the support of the labourers. Dr. Cornish defined these requirements, in a letter read in G.O., No. 1188, Revenue, dated 13th August 1881, as follows:—

"Besides the grain allowance, a working adult man in famine times would require at the least 4 ounces of pulse, ½ an ounce of salt, ½ an ounce of pepper or condiment, 1 ounce of ghee or oil, *and* a daily *modicum* of green herbs or vegetable, with corresponding quantities for women and children." No better authority could be quoted. The quantities here mentioned, except that the "*modicum* of green herbs or vegetable" is there reduced to 1 ounce, are practically identical with those laid down as the maximum ration specified in the Provisional Famine Code of the Government of India.

5. No changes were made in the scale of wages prescribed in the Code above mentioned until after a discussion originated by the Government of India, which is to be found in the papers printed in G.Os., No. 839, Revenue, dated 11th August 1892, and No. 685, Revenue, dated 24th September 1894. This discussion arose from a representation by the Supreme Government that the Madras scale of wages was unduly liberal in the condition of prices that now prevails, and is likely to prevail in the future. At the same time they indicated (paragraph 11 of their Resolution No. 6-44, dated 17th March 1892) the general lines of the policy they desired to be followed, as follows:—

"Following the Famine Commissioners' recommendations, labourers on relief-works may be classified according to their capability for work. The classes adopted in the Provisional Code are: A, skilful and able-bodied accustomed to the kind of work required; B, able-bodied accustomed to work; C, able-bodied not accustomed to work; D, others. Classes A and B may receive a full wage, *i.e.*, a wage equivalent to a ration sufficient to keep an able-bodied labourer in health and strength, together with a margin. The margin may be more liberal for class A when it contains a small percentage than when it is allowed to include a large percentage of able-bodied labourers accustomed to work. The wage of class C will not exceed the full wage, and should be determined in general accordance with the principles of sections 133 and 134 of the Provisional Code."

These proposals were referred to this department only for report, and apparently the conclusions of the Government embodied in its Order No. 839, Revenue, dated 11th August 1892, were arrived at on a consideration of the question from an administrative point of view, and without any special consideration of the possible physiological consequences of the changes proposed. The main conclusion then arrived at was that a simple method of calculating the money wage would be a great advantage "provided the wage admits of a small fraction being spent on condiments and vegetables." Such a wage would be found, the Government stated, in "the money equivalent of 2½ lb. of the staple grain *husked*, or of flour in the case of ragi, for a man, 2 lb. for a woman and 1¾ or 1¼ lb. for a child," and this, it thought, would not be excessive as a standard wage. That is, *the wage was to be the same for all classes*, but, as an encouragement to industry, extra work was to be rewarded by slightly increased pay. *The principle of equal wages for all workers* is no doubt correct. That is, that the sustenance required in all classes is equal or, as Dr. Cornish put it, in paragraph 4 of his letter read in G.O., No. 1188, Revenue, dated 13th August 1881, in reference to the draft Famine Code prepared by the Secretary to the Famine Commission—

"I cannot agree with the statement in paragraph 13 of the Code that the labourers in classes 3 and 4 would necessarily require less sustenance than those of classes 1 and 2. Their enfeebled condition and inability to do a full day's work might be due to previous privation, the only effective remedy for which would be rest and judicious feeding. The attempt to work any classes, but the able-bodied in famine times is, in my opinion, a mistake, which, if there be any truth in physiological science, is most certain to be attended by great disaster to human life."

Surgeon-General Cornish further observed that—

"The present Code is no doubt the outcome of certain experiences gained during the late famine, but it should not be forgotten that, as regards the saving of life, the various labour diets resorted to in Mysore and Madras were not in any way efficacious. I do not wish it to be inferred that I would abolish all labour tests for famine relief, but that, as regards the enfeebled and wasted, whether old or young, much discretion should be exercised in the exaction of work as a condition of relief."

6. The conditions under which the standard wage was to be offered are very clearly stated in paragraph 7 of G.O., No. 839, Revenue, dated 11th August 1892, and were, briefly, that the wage should be paid on the performance of a properly adjusted task, to ensure which fining within certain limits was necessary, but that "*in no case should fining be carried so far as to reduce the wage below a certain limit.*" The limit or minimum, beyond which fining was not to be permitted, was practically the grain equivalent of the wage for days of rest, and the minimum wage of the Government of India, except that allowances were also to be made for loss in husking or grinding. This, however, it was then noted, could be accepted only as "a penal wage," as experience had shown that the so-called subsistence allowance, which was greater, was not sufficient for subsistence. The Government also considered this wage too low for the allowance that is given when work is suspended, and proposed a higher rate for days of rest. The scale then determined on was as follows:—

—	Standard.	Rest day.	Penal ration.
	LB.	LB.	LB.
Men	2·5	2·0	1·75
Women	2·0	1·75	1·50
Children A	1·75	1·50	1·25
„ B	1·25	1·00	1·00

7. The wages herein proposed represented the deliberate conclusions of the Madras Government, which stated that there was "a consensus of opinion amongst the district officials that a ration of that amount (to include the cost of condiments) would only be just sufficient to keep the people in their ordinary state of health," but it is, in the light of Surgeon-Lieutenant-Colonel King's report, doubtful whether sufficient allowance was made for the essential provision of "a daily modicum of green herbs or vegetable."

8. In its Circular Resolution, No. 6—44, dated 17th March 1892, the Government of India issued final orders regarding the revision of the Famine Codes of all provinces, but in that circular it only dealt with the question of the sufficiency or insufficiency of the "subsistence ration," and stated that "the ration was determined in 1883 after consultation with medical experts, and after careful comparison with standards adopted in jails and elsewhere." It also stated that "wages based strictly upon it were during the recent scarcity found sufficient," although, as shown in the Madras G.O. above quoted, that was not the experience in this Presidency, even when the value of the equivalent in flour, instead of in unhusked grain, was allowed. In an appendix to that Resolution a calculation was given to show that in both the maximum (A class) grain wage, and in the minimum (D class) an ample margin was left for fuel, &c., and for fluctuation in prices, and this margin has since been held to be so ample as to obviate the necessity for making any allowance for loss in husking—memorandum read in G.O., No. 244, Revenue, dated 9th June 1896, paragraph 26.

9. The circular above quoted laid down wages in terms of grain equivalents as follows:—

Class.	Men.	Women.
	LB.	LB.
A	2·625	2·375
B	2·375	2·25
C	2·0	1·875
D and minimum	1·75	1·4375

No attempt was, however, made to show, for the B and C class workers, what amount of "other items" was required, nor was it stated how much of the grain equivalent was intended to furnish funds for their purchase. Apparently, in framing this scale, the deliberate recommendations of that high authority, Surgeon-General Cornish, above quoted (paragraphs 4 and 5 *ante*) were not considered.

The scale proposed was, however, adopted for classes A, B and C by the late Mr. Clogstoun without demur, but, both he and the Madras Government protested regarding the insufficiency of the proposed minimum wage. This protest was based on the teachings of experience only, and, as is shown in the paper now under consideration, would have been overwhelming had the proposals been considered in their physiological aspects. To this protest, the Government of India declined to listen.

10. The Sanitary Commissioner now shows that, both on physiological considerations, and by comparison with jail diets, the rations laid down are inadequate, if the workers are to be maintained in health and condition, even if the whole of the grain wage reaches them.

Although it does not affect the conclusions arrived at, it may first be pointed out that the Sanitary Commissioner has made a slight error in the calculations on which the computations in paragraph 1 of his memorandum are based. Instead of the unhusked grain, entered in column 3 of the table there given, flour or cleaned rice should have been entered. As to the distribution of the "other items" for class B and C wages, for reasons above noted, Surgeon-Lieutenant-Colonel King has followed the only method available. In result, the theoretical value of the diets would be rather higher than he works them out, and the figures given in the first, instead of the second, table in paragraph 4 should be used for comparative purposes. The final result, however, is much the same, owing to the fact that there would then be less "margin," and this will be seen when considering the data given in paragraph 7 of the memorandum.

11. In order to show how deficient in proteid matter the Famine Code rations are, the Board has brought together below the figures given at paragraph 16 of Surgeon-Lieutenant-Colonel King's paper, and corrected them with reference to the above remark:—

—	Albuminoids.			Starch equivalent.		
	Meinert's scale.	Jail.	Relief.	Meinert's scale.	Jail.	Relief.
	oz.	oz.	oz.	oz.	oz.	oz.
Hard labour	3·739	2·903	2·662	17·438	22·087	21·337
Moderate labour	3·038	2·747	2·403 or 2 030	16·230	22·602	21·13
Rest	2·184	2·545	1·623	9·514	18·915	17·927 14·374

The significance of the very marked deficiency in proteids is alluded to in paragraph 5 of the note under consideration, and the Board begs to draw special attention to the fact that, even if the grain wage provided the worker with the means, there would be no security that he would, and almost a certainty that he would not, purchase therewith a properly balanced ration, while the wage will not permit him to purchase such a ration, even if he appreciated the necessity for doing so. Continued disregard of such physiological requirements can have but one result.

12. Besides the fact that, on the B, C and D class wages, the relief-workers cannot, if they will, obtain a properly balanced ration; there is another aspect of the matter of equal importance. The margin does not allow of their purchasing "a daily modicum of green herbs or vegetable," which are essential as antiscorbutics. At paragraph 7 of his memorandum, Surgeon-Lieutenant-Colonel King gives the results of attempts to purchase the "other items" of the rations. In these calculations, one-ninth should be added to the cost of the grain portion of the wage to allow for loss in grinding or making flour. If this be done, the results are as follow:—

Class.	Standard wage.	Cost of the ration at				
		Adóni.	Hatti-belagal.	Kosgi.	Bellary.	Pattikonda.
	As. P.	As. P.	A. P.	As. P.	As. P.	A. P.
A	1 5	1 5·3	..	..	1 6	..
B	1 3	1 5·9	1 6·8	1 4·6	..	1 5·32
D	0 10	1 4·08 10·34	..	..	..	..

These figures, so far from suggesting that there is an "ample margin" allowed by the Code rates, point to the reverse. The conclusion is confirmed by reports received by the Board from Collectors showing the cost of purchasing the "other items" in various affected districts. The results of these enquiries are summarised below:—

Cost of purchasing the "other items" of relief wages and the margin left.

Districts.	Pulse.	Salt.	Ghee or Oil.	Condiments and vegetables.	Total.	Maximum wage at prices of January.	Margin for grain.	Quantity of grain purchaseable.
	Maximum—A Class—Males.							
	Pies.	Pies.	Pies.	Pies.	Pies.	Pies.	Pies.	Tolas.
Kurnool	4·00	0·50	3·00	1·50	9·00	17·00	8·00	50·00
Bellary	2·41	0·26	2·38	1·50	6·55	18·00	11·45	66·79
Anantapur	3·26	0·30	4·29	2·50	10·35	19·00	8 65	48·66
Cuddapah	3·00	0·33	3·00	1·50	7·83	16 00	8·17	54·81
	Minimum—D Class—Males.							
Kurnool	2·00	0·25	1·00	0·75	4·00	11·00	7·00	43·75
Bellary	1·20	0·18	0·78	0·75	2·91	12·00	9 09	53·03
Anantapur	1·63	0 20	1·43	1·25	4·51	12 00	7·49	42·13
Cuddapah	1·50	0·25	1·00	0·75	3·50	11·00	7·50	50 31

If allowance be made for necessary loss in husking or grinding, instead of having in class A 60 and in class D (minimum) 40 tolas of flour, the amounts of grain purchaseable would yield:—

	Flour.	
	Maximum.	Minimum.
	Tolas.	Tolas.
Kurnool	45·0	39·4
Bellary	60·0	46·7
Anantapur	43 8	37·9
Cuddapah	48·3	45·8

Enquiries are being made as to the amount of condiments and vegetables that can be purchased for the sums mentioned, but, in Bellary, it appears that the amounts purchaseable even with a maximum wage are absurd, and, practically, in no case do the relief-workers get A class wages. In Cuddapah, the Special Deputy Collector reports as follows in the matter:—

"The relief-worker never does at present, as a rule, purchase either the pulse or the ghee or the vegetables provided for. All that he gets is, a little salt, tamarind and chillies and he makes this into a 'chatni' (ಚಟ್ನಿ). This costs him a pie or a pie and a half, and for the remainder of the wage he gets, he purchases ragi and cholum. The adult cooly on the relief works eats at one meal more than can be cooked out of 45 tolas of ragi, the C class wage for a whole day. Besides, some coolies who have a number of young children do not bring all the children to the works. Some are left at home owing to the distance of the works from their homes. These have to be fed out of the wage paid at the works. For these reasons, the relief-workers cannot afford to purchase pulse or ghee or vegetables and they rest satisfied with the 'chatni' that they make."

13. The Board considers that the comments of the Sanitary Commissioner on the Famine Code wages and diets are amply justified, and, this being so, it is its duty, as being entrusted with the administration of all measures for the relief of distress, to urge upon the Government the necessity to rectify the errors, and to remove the drawbacks to the system as soon as possible, in order that the relief offered may meet the requirements of the case as specified in paragraph 112 of the report of the Famine Commission.

14. The remarks made so far are based on an assumption that the relief-worker would, in return for ordinary industry, receive full wages. Most of the persons who resort to relief works would ordinarily be placed in class B, but, as shown by the Sanitary Commissioner, whether from delay in offering them relief, from insufficient wages, or what not, the proportion of workers found to be in good condition is only about half, the rest being in poor or bad condition. The inevitable result, unless tasks are re-adjusted with a liberal hand, must be failure to turn out the tasks demanded in B class; fining for some days till the wage reaches a vanishing point; loss of strength; reduction of class B to class C, and then the same process would, under the inappropriate wage for that class, again go on until the workers reach the weakly gangs, or are sent to the kitchens to be fed gratuitously.
Two main causes work to this end:—

(1) Insufficient and inappropriate rations.
(2) Unrestricted and unsympathetic fining.

On the former point, the views of the Sanitary Commissioner demand the earnest attention of Government; on the latter, the Board would, most respectfully, request that, on reconsideration, the Government will revert to the policy set forth in 1892, which is that so forcibly urged by the Sanitary Commissioner in his memorandum under reference. In particular, the most earnest consideration of Government will be drawn to the fact that the C class diet is unfit for relief-workers placed on tasked work. This appears to have been the view of Government in 1892, and D class diet

is, as Government then remarked, only suitable as a punishment, whilst, the Board would point out, as stated in paragraph 131 of the report of the Indian Famine Commission, that, even in the case of contumacious characters, "care should be taken that the penalties for wilful idleness, in the form of deductions from the wage, should not be so large or so often repeated, as to have the effect of reducing the food of the labourer below what is necessary for subsistence." It was the belief that the recent orders of Government ran counter to this principle which led the Board, in its Proceedings, dated 15th December 1896, No. 436, to point out the dangers involved in the course it understood the Government wished to be followed, and especially prompted the remarks made in paragraph 4 of that Proceedings. When that Resolution was drafted, the Board was not aware that the Famine Code wages contravened physiological principles so greatly, and were so far at variance with the experience gained in jails in this Presidency, and it had only to guide it the empirical deductions of the Madras Government of 1892, in arriving at which the Sanitary Commissioner was not consulted.

15. Besides the risk of loss by fines, the relief-worker has no margin to guard him from "loss which may be inflicted on him by administrative errors, or peculation on the part of subordinates, or other analogous cause." For one day a week he receives the minimum wage only; and as, under the recent orders of Government, village relief is not to be given in any form, he or she often has a number of dependants at home, whose subsistence has to be provided for out of the inadequate wage. In these latter aspects, the system at present laid down for Madras contrasts most unfavourably for the distressed who need and seek relief with that adopted in the North-Western Provinces and Oudh (*vide* G.O., No. 14, Revenue, dated 9th January 1897). There the workers reside on the works and can, therefore, devote their whole energies to the tasks demanded; practically, all are placed in class B; youths and girls above sixteen years are classed as adults, not those above twelve years; as a rule, only the men of the gangs are liable to fines; a wide margin is allowed in fixing the task according to the capacity of the gang; wages are not allowed to be reduced below the penal ration prescribed in article 103 of the North-Western Provinces Code; and, finally, to dependants gratuitous relief on a most liberal scale is given. As to the latter particular, the Board requests that the attention of Government may be given to the following figures, compiled from the *Gazette of India*, showing the numbers relieved on works as dependants, at poor-houses, and otherwise in the three provinces of Madras, Bombay and the North-Western Provinces during three successive weeks. The figures speak for themselves.

—	Numbers.		
North-Western Provinces.			
Relief workers	522,916	664,247	805,695
Dependants	123,052	125,973	165,611
At poor-houses	50,617	57,590	60,665
Otherwise relieved	99,106	176,544	222,137
Total ..	795,691	1,024,354	1,254,008
Bombay.			
Relief workers	178,585	197,546	222,155
Dependants	78,316	83,617	93,767
At poor-houses	7,994	11,062	11,277
Otherwise relieved	..	..	..
Total ..	264,895	292,225	327,199
Madras.			
Relief workers	20,833	24,882	30,744
Dependants	..	..	..
Gratuitously fed in kitchens	1,749	2,070	2,736
Otherwise relieved	6,259	6,974	7,255
Total ..	28,841	83,926	40,735

16. From paragraph 5, &c., *supra* it is clear that the original, and, the Board would respectfully submit, the proper, theory was that all classes require an equal quantity of food. If there is any difference, it should be in favour of, not against, classes B to D. The weaker a cooly is, the more and the better food he requires to bring him into condition. The Board would, therefore, urge that the classification under A, B, C and D should have reference solely to the hereditary occupations and physical condition of the workers, not to the amount of food which they require. In its Proceedings, dated 26th January 1897, Government, after pointing out that the Board had failed to apprehend the system of relief works as laid down in the Famine Code, proceeded to enunciate the safeguards provided by the Code for the Government and for the cooly. The safeguard for the Government was the "rigidity" of tasks and fining. The safeguard for the cooly was the "elasticity" allowed by the change of gang from one class to another. Unfortunately, the "elasticity" which safeguards the cooly is one which gives him less to eat; a ration which has been condemned on the highest scientific authority as insufficient to keep him in health and strength, and which, on the lower scale, has been denounced by the Madras Government itself. The Board has always insisted, as strongly as Government itself, on the necessity for exacting tasks, provided only that these tasks are fair. The relief-cooly is always willing to do a fair task, and, as Surgeon-General Cornish long ago pointed out, and as Surgeon-Lieutenant-Colonel King now observes, there is no danger of the relief works being "unduly attractive", for, in the rural tracts, attendance on them is more or less a degradation. Respectable caste women and girls burst into tears when inspected at Maddikera. The Medical Officer present said that they were hysterical. Possibly, but through sorrow and shame at their fallen condition. It is most difficult to get caste children or caste destitutes into our kitchens, as oppobrious epithets commonly attach to those who frequent them. This is not peculiar to India. "Soupers" and "tickets for soup" are terms of abuse commonly applied to the poor in receipt of relief in Ireland. Poor old women reject with scorn the offer of food in a kitchen, preferring to break stones under the Deccan sun rather than eat an unearned ration. The blind prefer to break stones all day rather than accept the kitchen ration. There are two such cases at Yadiki. For the safeguards enumerated by Government, the Board would most respectfully suggest a rigidity, not in tasks and fining, but in the quantity of food earned by the worker, and an elasticity, not in reducing his class, and consequently his wage, but in adapting the task to his capabilities. Government will be sufficiently safeguarded, so far as expenditure on works goes, by the fact that only extreme pressure will bring the cooly on the works, and by the loyalty and honesty of its own officers.

17. There is another point on which the Board would again, respectfully, request a reconsideration of the orders of Government, viz., the prohibition of gratuitous relief in villages. The Famine Code says: "A rise to the 'scarcity rate', from time to time fixed by Government, in the staple food-grain or grains of the district is a sure indication of the existence of severe scarcity calling for the immediate introduction of relief measures." We have had scarcity rates, more or less, for three months. The early dry crop was nearly all lost, and the later-sown dry crop is also generally a complete failure. The temporary lull, while the petty harvest goes on, alone keeps the poor from crowding to our works, as they will within from three weeks to a month. Many of them are stinting, and have been stinting, themselves. The Code says "in the early stages of distress, unless otherwise directed by Government, relief for all who cannot earn wages on relief works, and are otherwise unable to support themselves shall be restricted to the grant of cooked food at central kitchens established for the purpose." The phrase "unless otherwise directed by Government" does not, the Board would respectfully submit, mean that the Code leaves a discretion as to the time when gratuitous relief shall begin, but as to the form which it shall assume, whether it shall be granted under section 64 or under sections 83 and 84 of the Code. In its Proceedings, dated 16th January 1897, Mis. No. 255, Government stated that there was at present no need to appoint Circle Inspectors. In its Proceedings, dated 30th December 1896, No. 760, Revenue, Government held that the reports submitted to it "did not show that gratuitous relief was likely to be needed in any portion of the

affected tracts for a very considerable time to come", adding that "it is needed only when the season continues bad for a long time in order to save life, but should not be started till then." This view, the Board respectfully submits, is not that laid down for guidance in the Famine Code. If relief is withheld until life is in peril, it will be given too late. The true principle of famine relief is that the people are to be taken in time, and before they have fallen off in condition, and handed over in the same state of health when relief operations close. The Sanitary Commissioner now sounds the same note of alarm. He speaks with professional authority. The Board supports him. It is possible that, at first, the gratuitous relief required in villages may be small, but the nuclei of administration should be formed early, lest, when the crush comes, the authorities should be unequal to the work of organization.

18. With the recommendations of the Sanitary Commissioner, made in paragraphs 19 and 20 of his note, the Board is in almost entire agreement, but in reference to the detailed statement in paragraph 20, it would remark regarding—

(*b*) on the necessity for an ample margin, the Board is at one with the Sanitary Commissioner, but, on the question of the actual amount of vegetable, with which it would include tamarind, required, it offers no opinion. The matter is one for experts.

(*c*) that the particulars should be asked for from the Government of India;

(*d*) and (*j*) instructions in this sense will be issued to all Collectors;

(*e*) this may be done, and the Sanitary Commissioner will be asked to draft the note;

(*f*) the Board considers that the balance of convenience is in favour of a single grain equivalent, so long as an "ample margin" is allowed, but this margin does not now exist.

(*g*) and (*h*) instructions in this sense have been issued;

(*i*) the greatest importance should be attached to this;

(*l*) Collectors will be requested to arrange through District Medical and Sanitary Officers for the systematic inspection of all and, if possible, periodical weighment of some of the gangs, on all works;

(*m*) the change is desirable not to say imperative, and is in accordance with practice in the North-Western Provinces; according to the task tables a boy of 11 counts as one unit and a boy of 12 as four units. In fact, the latter is supposed to do the same work which could be done by 4 boys of 11. This is absurd; and finally

(*a*) and (*k*) are practically what the Madras Government urged in 1892.

19. These Proceedings have been unavoidably delayed. Two paragraphs had been accidentally omitted in fair-copying the Sanitary Commissioner's letter, and a reference had to be made to him at a remote place in Kurnool; and while they were passing through the press, the Famine Commissioner was continually changing camp in the four Deccan Districts. The Sanitary Commissioner, also, required some alterations to be made in his letter after it was in print.

(True Copies and Extract.)

(Signed) R. V. SRINIVASIAR,
Secretary.

To the Secretary to Government, Revenue Department.
„ Sanitary Commissioner.

Read—also the following letter from T. W. HOLDERNESS, Esq., Deputy Secretary to the Government of India, Department of Revenue and Agriculture (Famine), to the Secretary to the Government of Madras, Revenue Department, dated Calcutta, 20th February 1897, No. 629-F—116-1:—

In your telegram of the 11th February 1897, summarising the situation and the relief operations for the month, in compliance with the request contained in my letter No. 9-F, dated 25th January, it is said that "the relief wage has been reported inadequate by the Sanitary Commissioner." I am directed to request that the Government

of India may be informed as to the evidence on which the Sanitary Commissioner's report was based, and whether his opinion has the concurrence of other authorities. The Government of India would also be glad to know whether the Sanitary Commissioner refers to the full wage earnable by relief workers on completion of specified tasks, or to the minimum wage, or to wages below the minimum wage actually earned by workers, as the result of fines having been imposed for short work. Section 106 of the Madras Famine Code provides that "as a general rule the effect of fines must not be to reduce the wages below the minimum wage," but the Government of India have no information before them as to how this restriction works in practice. It is however obvious that if the wages actually earned by the majority of workers on particular relief-works are reduced by fines for short work below the minimum wage, the wages may be insufficient, though the minimum wage is sufficient. The Government of India are anxious for full information on this point, as from no other province has a complaint been received as to the insufficiency of the present famine wage.

Order—No. 295, Revenue, dated 4th May 1897.

Miscellaneous.

The memorandum of the Sanitary Commissioner read above, together with the remarks of the Board of Revenue thereon, will be furnished to the Government of India with reference to the enquiry made by that Government in its letter, No. 629-F, dated 20th February 1897, and its attention will be drawn prominently to the observations and recommendations made by the Sanitary Commissioner in regard to classification and wages of relief workers. Such of the other recommendations made by this officer as require the orders of Government have already been dealt with in G.O., No. 216, dated 30th March 1897.

2. Ordered that the following letter be addressed to the Government of India.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Board of Revenue (Revenue Settlement, Land Records and Agriculture).
„ the Local and Municipal Department.
„ the Financial Department.
„ the Public Works Department.
„ the Accountant-General.

Ex. C. M. Thumbuswamy.

150 Copies.

1897.

REVENUE AND AGRICULTURAL DEPARTMENT.

The Government of Fort St. George.

Recd. } 1897. *Enclosures*

Regd. } *Spare copies*

Letter, No. 296, 4th May 1897.

MAY.

Addressing the Government of India on the question of the adequacy of the wages and rations prescribed by the Famine Code.

REVENUE DEPARTMENT.

From

The Hon'ble Mr. G. STOKES, I.C.S.,
Acting Secretary to the Government of Madras,

To

The SECRETARY to the GOVERNMENT of INDIA,
Revenue and Agricultural Department.

Ootacamund, 4th May 1897.

Sir,

I am directed to acknowledge the receipt of Mr. Holderness's letter, dated 20th February 1897, No. 629-F—116-1, calling for a detailed report from this Government with reference to the statement made in the Board of Revenue's monthly season telegram of the 11th idem that "the relief wage has been reported inadequate by the Sanitary Commissioner." The Government of India desires to be informed as to the evidence on which the Sanitary Commissioner's report was based and whether it has the concurrence of other authorities, and wishes to know whether the Sanitary Commissioner refers to the full wage which can be earned by relief workers on the completion of specified tasks, or to the minimum wage, or to wages below the minimum actually earned by the workers, as the result of fines imposed for short work.

Miscellaneous.

2. In reply, I am to forward the marginally-noted Proceedings of this Government embodying the report referred to, together with the remarks of the Board of Revenue thereon, and to make the following observations. The Sanitary Commissioner Surgeon-Lieutenant-Colonel King has made several tours in the affected districts, and his report is based on a personal examination of the health condition of the labourers employed on relief works, and on observations and experiments made by him with a view to ascertaining the quantity of grain and other items consumed by the labourers in ordinary times as compared with the rations prescribed in the Famine Code and to determining how far the money value of the grain equivalents of these rations is sufficient to procure the articles composing them. His main conclusions may be summarised thus:—

No. 295, dated 4th May 1897.

"The rations, especially those of the C and D classes of labourers, compare very unfavourably as regards nutrient value with the rations adopted in jails, and those acknowledged by standard authorities to be necessary for healthy existence; and the provision made in them for vegetables is altogether inadequate. None of the code rations are sufficient to maintain relief workers in health and strength. If, however, the object be simply to preserve the population so as to buoy it over an unfavourable period not exceeding three months, the A and B class diets may probably suffice, but owing to the absence of sufficient provision for vegetable salts a longer use of these diets will slowly but surely produce scorbutic symptoms. This risk of a scorbutic taint is so great in the C and D class diets that it should not be run even for this brief period. The C diet is in fact altogether unfit for use with relief workers on *tasked labour*, but, subject to the scorbutic risk, would suffice for untasked labour and for gratuitous relief, and may also be adopted as the minimum ration. The D diet ought not to find a place in any system of relief and, if retained, should be used only as the penal ration to be awarded for contumacious refusal to work."

3. It will thus be seen that the Sanitary Commissioner refers to the full wage which can be earned by relief workers on tasked labour and not merely to the minimum wage. Surgeon-Lieutenant-Colonel King also shows from the results of trial-purchases made by himself and the district officers that the money value of the grain equivalents given in the code is in most places insufficient to procure even the above inadequate rations, to say nothing of firewood for which no provision is made in them. He further points out that as the labourers are allowed a day of rest in the week for which they are paid the minimum wage, their average wage is less than this money value, that fines and deductions for short work often make it still less, and that from these and various other causes the diet that the labourers can procure with their earnings is so meagre as to make them rapidly lose condition. He is, therefore, of opinion that relief on works as now administered has decidedly fallen short of the standard of maintaining the labourers in health and strength, and makes the following recommendations among others in paragraphs 19 and 20 of his report: (1) that there should be only three classes of labourers, viz., the professional (class A of the code), the non-professional (classes B and C), and the untasked and weakly (class D); (2) that the wages of those classes should be those now prescribed for classes A, B and C, but raised to an extent sufficient to provide a margin sufficient to secure about six ounces of vegetables for class A and proportionately for the other classes, as well as fuel in the case of town-dwellers; (3) and that the C wage raised as above should be the minimum below which the daily wage should not ordinarily be reduced by fines and deductions. The proposal in paragraph 20 (*a*) is due to a misapprehension which will be adverted to presently, and such of the other changes recommended in this paragraph as require the approval of the Government of India are noted on in some detail in paragraph 11 of this letter. It will be seen from the remarks of the Board of Revenue on the report that this authority is in almost entire agreement with the Sanitary Commissioner except in reference to the amount of vegetables to be provided in the rations, which it says is a matter for experts and on which it offers no opinion. Before proceeding to state the views of His Excellency the Governor in Council on the questions raised I am to notice a few points in the Sanitary Commissioner's report which require explanation and correction.

4. In regard to the tables worked out by the Sanitary Commissioner to show the nutrient values of the rations allowed to the various classes, it should be noted that the Famine Code prescribes rations only for the A and D class labourers, and that the B and C class diets referred to by the Sanitary Commissioner are those worked out by himself on the assumption that the rations of these classes bear the same proportion to those of class A that the corresponding grain equivalents bear to one another; this assumption does not appear to be correct, but the difference between these assumed rations and those intended to be covered by the corresponding grain equivalents is not likely to be much and will not materially affect his arguments. Again the Sanitary Commissioner has fallen into an error in assuming that the grain portion of the ration is unhusked grain; the Board of Revenue has pointed out this error in paragraph 10 of its Proceedings and has worked out fresh tables from which it will be seen that the nutrient values of the rations are slightly higher than those given by Surgeon-Lieutenant-Colonel King, while the insufficiency of the grain equivalents to procure the rations becomes slightly more marked; this too does not affect his arguments materially. The tabular statement at paragraph 11 of the report is misleading inasmuch as it leaves the impression that the fines imposed and deductions made for short work generally reduce the earnings of labourers below the minimum wage. The statement, however, refers to a period when the works had just been started for testing the existence of distress and the necessity for relief measures, and before they were declared relief works; payments appear therefore to have been made at the time in exact proportion to the work turned out in accordance with the rule which enjoins that the Famine Code provisions should be strictly enforced on test works. This Government has no reason to think that on regular relief works deductions for short work reduce the earnings below the minimum wage except in rare instances of contumacy. No doubt the Famine Code and the instructions issued at the time of its last revision require that this rule should be enforced on all relief works, and it was

indeed proposed in November last to issue an order drawing attention to this point and directing that the same strictness should be observed on regular relief works also even though the actual earnings may be reduced in some cases below the minimum wage; but the matter was long under discussion and the order which was not communicated to Collectors till recently was cancelled shortly after. At any rate the order had not been brought into force at the time of the Sanitary Commissioner's inspection and report, and the deterioration in the condition of the labourers noticed by him could not have been due to the reduction of the wages below the minimum of the Code by fines and deductions for short work.

5. The Government of India is no doubt aware that His Excellency the Governor recently made a tour of inspection in portions of the affected districts. The examination made by His Excellency of the labourers on relief works and the information gathered by him on the spot from district officers and others tend to confirm the conclusions arrived at by Surgeon-Lieutenant-Colonel King, and after giving the matter its most careful consideration this Government feels compelled to agree with the Sanitary Commissioner and the Board of Revenue in thinking that the relief rations and wages are insufficient. I shall now proceed to give its reasons for this opinion.

6. *Rations.*—The grain portion of the ration prescribed by the Government of India for the A class male labourer and adopted in the Famine Code, viz., $1\frac{1}{2}$ lb. is the same as that stated by the Famine Commissioners to be sufficient for an ordinary working adult male, and no exception can be taken to it. In regard to the amount of the pulse, salt, ghee, &c., to be allowed with the grain, Surgeon-General Cornish, a former Sanitary Commissioner of Madras, who was consulted by this Government in 1881 stated that 4 oz. dhall, $\frac{1}{2}$ oz. salt, 1 oz. of ghee or oil, $\frac{1}{2}$ oz. of pepper or condiments, and a modicum of green herbs or vegetables were necessary; the maximum ration in section 120 of the Famine Code includes the above quantities of dhall, salt, and ghee, but allows only 1 oz. for condiments *and* vegetables, or, say, $\frac{1}{2}$ oz. for condiments and $\frac{1}{2}$ oz. for vegetables. The exact amount of vegetables necessary is a matter for experts, but there seems to be little doubt that $\frac{1}{2}$ oz. is altogether too small. The D class of the Code includes all persons capable of light work for whom the Famine Commissioners recommended $1\frac{1}{4}$ lb. of grain, but the Code allows only 1 lb. for males and $\frac{7}{8}$ lb. for females which quantities are less than the amount allowed in section 122 for persons in receipt of gratuitous relief. The D class workers receive also less salt and less condiments and vegetables than kitchen inmates, though they get a little ghee which the latter do not; and as the money value of their grain wages of $1\frac{3}{4}$ lb. and $1\frac{5}{8}$ lb. is barely sufficient to procure the minimum rations of section 120, these workers are worse off than persons fed in idleness in kitchens who, as matters stand now, get nothing more than a bare subsistence. The Code does not prescribe rations for the B and C classes, but as the B class wage for males is the same as the A class wage for females, it seems probable that $1\frac{1}{4}$ lb. is the grain proportion of the former. This amount which the Famine Commissioners recommended for persons doing light work seems to be too low for able-bodied coolies who have to do 75 per cent. of the work of professional labourers and for whom an allowance of $1\frac{1}{2}$ lb. was made for food in the old Madras Code. A similar remark applies in regard to class C. Further, this Government doubts the correctness of the assumption that C class workers require less food than those belonging to the B class. Though it may be broadly stated that a person doing heavy work requires more food than another from whom only a light task is exacted, it is open to question whether the matter is capable of such nice sub-division and distinction as are attempted in the Code, and His Excellency the Governor in Council is of opinion that B and C class workers should have the same wage. It will thus be seen that in the opinion of this Government the table of rations is defective in (1) that it allows too little for vegetables; (ii) that the grain allowed to B workers is insufficient; (iii) that C workers are allowed less food than those belonging to class B; (iv) that weakly persons doing light work get considerably less than what is held necessary to support existence in idleness.

7. *Grain equivalents.*—The process by which the Government of India has arrived at the grain equivalents of the A and D class rations is explained in appendix II of its resolution No. 6-44, dated 17th March 1892. It begins with the amounts of

grain stated by the Famine Commissioners to be necessary for the subsistence of able-bodied labourers and of persons maintained in idleness, viz., $1\frac{1}{2}$ lb. and 1 lb. and takes the money values of these quantities at 12 seers per rupee. It then takes the aggregate money values of the other items in the ration table at certain assumed prices. The ratios which the latter values bear to the former are 566/1,000 and 369/1,000, respectively, for the two classes. But the Government of India allows a ratio of $\frac{3}{4}$ in each case and thus arrives at $2\frac{5}{8}$ lb. ($= 1\frac{1}{2} + \frac{3}{4}$ of $1\frac{1}{2}$) and $1\frac{3}{4}$ lb. ($= 1 + \frac{3}{4}$ of 1) of grain, leaving, to use its words, "an ample margin for fuel, &c., and for fluctuation in prices." The Board of Revenue and the local Government at first supposed that by grain was meant husked grain or flour. But the Government of India has since stated (*vide* paragraph 26 of the memorandum accompanying Mr. Ibbetson's letter No. 1142—6-2., dated 5th August 1895) that, though the first item in the ration is flour or husked grain, the grain equivalent is prescribed in terms of unhusked grain the depreciation thus caused in respect of the item being compensated by the liberality of the grain equivalent in the case of the remainder. The margin left has thus to cover (1) loss in husking or in husking and pounding, (2) fuel, (3) fluctuation in prices, (4) &c.

8. In regard to the above calculations I am to observe that according to the actual ratio worked out by the Government of India the aggregate A male wage should be 2·349 lb. ($= 1\frac{1}{2} +$ ·566 of $1\frac{1}{2}$) and that the margin is therefore ·276 lb. ($= 2{\cdot}625 - 2{\cdot}349$). Now dry grains which are the staple food of the labouring classes in the affected districts of this Presidency, undergo on an average a loss of 10 per cent. in husking and pounding, and the allowance to be made on this account so that after the operation $1\frac{1}{2}$ lb. of flour may remain is ·167 lb. ($= \frac{1}{9}$ of $1\frac{1}{2}$) which is considerably more than one-half of the above theoretical margin. As a matter of fact there is little or no margin even in the most favourable cases as can be seen from the tables showing the results of trial purchases made by the Sanitary Commissioner who has assumed the grain portion of the ration to be unhusked, the reason for this disappearance of the margin being obviously that the Government of India has computed the value of the other items at rates which are too low at least so far as this Presidency is concerned.

Class.	Standard wage.	Cost of the ration at				
		Adóni.	Hatti-Belagai.	Kosgi.	Bellary.	Patti-konda.
	A. P.	A. P.	A. P.	A. P.	A. P.	A. P.
A	1 5	{ 1 5·3 / 1 5·9 }	..	..	1 6	..
B	1 3	1 4·08	1 6·8	1 4·6	..	1 5·32
C	0 10	0 10·34	..	..	..	..

A reference to the corrected statement extracted on the margin from paragraph 12 of the Board's Proceedings on the Sanitary Commissioner's report will show that in every case the grain equivalent is found to be insufficient to procure the corresponding ration. This Government has therefore been compelled to direct Collectors to adopt the alternative course (*vide* clause 3 of section 120) of calculating the wages on the money value of each item of the ration, though it greatly prefers the system of grain equivalents which is easier to work and is less liable to fraud. Further the ration contains no allowance for fuel, and the adoption of the above course also leaves the labourer without any margin to cover loss due to administrative errors, peculations by subordinate officials or other analogous causes. His Excellency in Council is of opinion that the present grain equivalents are insufficient even under the most favourable circumstances to procure the rations which are themselves inadequate. Since this letter was drafted, the Board of Revenue has in its Proceedings, No. 283, dated 5th April 1897, forwarded to this Government some correspondence that has taken place between itself, the Sanitary Commissioner, and certain Collectors, regarding the sufficiency of the grain equivalents which fully confirms this opinion. A copy of the Board's Proceedings is enclosed.

9. In the letter under reply the Government of India says that no complaint as to the insufficiency of the present famine wages has been received by it from any other province. In regard to this I am to observe that the weekly season reports published in the *Gazette of India* show that wages are calculated on the basis of rice in Assam,

Burma, and parts of Bengal, and that over a considerable area in the Punjab the basis of calculation is wheat or gram. Now, unlike dry grains rice is subject to no loss by husking, while wheat is richer in albuminoids and possesses a higher sustaining power than cholum which is the common food of the relief workers in the Deccan districts, and than the mixture of one-fifth rice and four-fifths ragi which has been adopted for the calculation of wages in Ganjám and Vizagapatam. Further, the normal prices of wheat and rice are considerably higher than that of cholum or ragi, and a wheat or ragi wage will leave a larger money margin for the purchase of the other items than a cholum or ragi wage. The Government of India will thus see that relief workers in the provinces mentioned above are better off as regards wages than the labourers in Madras. It is, however, observed that in Bombay and the North-West Provinces cholum appears to be the grain on which relief wages are based, while in parts of Bengal and the Punjab the grain in terms of which wages are expressed is maize, a grain which, if at all, is only slightly better than cholum in nutrient value and purchasing power.

10. His Excellency the Governor in Council presumes that the object to be kept in view in the relief of distress is not merely the preservation of life, but the maintenance of the distressed population in such a state of health and strength as will enable them, on the cessation of distress, to resume their usual avocations without any material impairment of vitality; and he gathers from the resolutions of the Government of India on the subject of Famine Codes and other kindred matters and from the published correspondence referring thereto, that this is the policy of that Government as approved by Her Majesty's Secretary of State for India. It is, however, doubtful whether the above object can be fully attained with the present wages which have been adopted with the avowed aim of reducing the scale of relief to the lowest possible safe point and which, so far at least as this Presidency is concerned, have been found to fall considerably short of the requisite standard. His Excellency in Council feels convinced that this Government would commit a grave mistake and incur a serious responsibility if it were to continue administering relief on the scale prescribed in the Famine Code, and is strongly of opinion that this scale should be modified by the abolition of the D wage and by re-arranging the labourers in the first three classes, the wages of these classes being at the same time raised so as to give a margin for a sufficient quantity of vegetables and for fuel in the case of town dwellers. If, however, the Government of India should, after due consideration of these recommendations, decide to retain the present classification, His Excellency in Council would strongly recommend that discretion should be given to Collectors as in the Punjab (section 173 of the Punjab Code) to make an allowance for fuel where necessary, that the C and D class workers should be allowed at least as much grain as was stated by the Famine Commissioners to be necessary for persons doing light work, and that in fixing the grain equivalents allowance should be made for loss in husking and pounding.

11. The other recommendations made by the Sanitary Commissioner in paragraph 20 of his report are dealt with in G.O., No. 216, dated 30th March 1897, copy of which I enclose for the information of the Government of India. Of the instructions issued in this Order the following involve deviations from the provisions of the Famine Code and I am to request the sanction of the Government of India thereto:—

(i) *Placing all able-bodied persons in Class A or Class B.*—The present C wage is unsuitable for labourers performing specified tasks, and this Government is of opinion that the regular working wage should never be less than that prescribed for class B which is hardly sufficient to provide the nutriment necessary for healthy existence. The only sections of the community coming under class C that have as yet resorted to relief works to any considerable extent are the weavers, and as the relief of these has been separately provided for instructions have been issued to place all able-bodied persons on works in class A or class B until further orders, although there might be a few here and there belonging to the non-labouring classes. The number of such persons will certainly increase as distress deepens, but His Excellency the Governor in Council trusts that before this happens the Government of India will have passed such orders on the present communication as will enable him to pay all

relief workers performing specified tasks at least as much as is now allowable under the Code to B class workers.

(ii) *Placing the untasked and the weakly in Class C.*—As has already been pointed out the D ration is considerably less than the ration in section 122; and it is anomalous that any persons employed on relief works should get less than people fed in kitchens gratuitously. Subject to the approval of the Government of India, His Excellency in Council has therefore directed that weakly persons should be placed in class C.

(iii) *Fines and deductions.*—Even the full wages of the Code having been shown to be hardly sufficient for healthy existence, this Government is of opinion that the earnings of willing workers should not be subject to fines and deductions. It has therefore issued orders for adapting the tasks more freely to the capability of the workers. It has also directed that fining should be resorted to only in clear cases of malingering or insubordination, and even then not so as to reduce the earnings below the D wages nor for more than one week continuously, without the special sanction of the Sub-Divisional officer.

(iv) *Boys of 12 to 16.*—The Code directs that persons of 12 years and upwards should be treated as adults, but an exception is necessary in the case of boys of 12 to 16 who cannot do as much work as adults but whose growing frames require as much food. The Government has therefore directed that these boys should be treated as two or three child units for work, but should nevertheless receive the full wage of adult males.

(v) *Cusbah prices.*—Section 121 of the Code directs that the prices ruling at the Cusbah of the taluk should be adopted for calculating the money value of the grain equivalents from time to time. As these prices are generally found to be lower than those prevailing at or near the works, it has been ordered that the latter should be adopted instead.

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

(Signed) G. STOKES,
Ag. Secretary to Government.

Exd. Shaik Karim.

100 Copies.