

Confidential

S. 024-4-8-06.

Revenue (1898) Department.

MISCELLANEOUS SERIES.

G.O., No. 1144

DATED 7th March 1898.

[Despatch Abstract.]

Thanking D.^r King for his report
contrasting conditions affecting wages & rations
prescribed by the Govt. of India for use
during famine in the Bombay & ^{Madras} ~~Deccan~~
Deccan.

BACK PAPERS.

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File No. 590-91

1144

7-3-98





GOVERNMENT HOUSE,

Secy,
24th Nov 1897.

My dear Stokes,

His Excellency
thinks that four or five members
might like to see the enclosed.

Yours sincerely,
H. S. Smeeth

To be put into the
file 8/10/97

H. S. Smeeth

H. S.

The office has not yet sent
me up the report

Office of Sanitary Commissioner,
Madras,

27/10 1897.

Confidential--

27th Oct 1897.

My dear Mr Sim,

Mr Le Fanu tells me that it has been demi-officially asserted by the Govt of India that the information gathered by me in the Bombay Presidency was not obtained in the presence of the officers concerned. That

assertion was doubtless quite disinterested, and was inspired with the belief that the Govt of Madras might be misled as to the economical methods of the Presidency that in each Famine has been held up as a pattern for Madras to follow! Under the circumstances, I think it better to send you a diary which will show you that every opportunity was taken of courting the assistance of the local authorities. In fact, far from it being true that I fought shy of these, it was my

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direct interest to get my information substantiated by them. I think you will find that having regard to the ~~direct~~ ^{short} order that I should not exceed ten days absence, I managed to collect a very fair amount of information and get over no little ground in doing so. In support of my statements, I send also the diary of Mr Rama Rao who acted as my Personal Asst.

This was compiled by him quite independently, on my telling him I wanted from him a diary showing how far we were in contact with the Bombay officials. He is however not aware that I am sending this on to you. You will see that he gives many details that I have not entered into.

I may add that with the exception of the Ahmednuggar District, where it is possible the Collector - Mr Woodburn - is a relation of the Mr

3.

P.M.

Office of Sanitary Commissioner,
Madras, 189

No. 100-1-7-97.

Woodburn of the Govt. of India, I met with the most kindly efforts to supply information. That officer regarding whose efforts at economy by giving the C and D wage to his famine workers I was specially interested in - whilst by no means failing in courtesy was undoubtedly very guarded in his statements, and certainly, as will be seen from my diary, did not go out of his way to facilitate my getting official documents. I believe his ideas of economy will not bear scrutiny - hinc illae lachrymae. On the opposite, the management of the neighbouring District of Sholapur struck me as wanting in nothing that could further the peculiar policy ^{there} adopted.

Having regard to the opinion of the Govt of India on this point, I have thought it better, in consultation with Mr Le Fanu, to withdraw

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the Report originally sent in -as I informed you by wire. I will now see that before it is sent in once more ~~that~~ every statement is fully substantiated, and so that there need be less circumlocution as to facts, I will send it in confidentially to Govt.

I am satisfied that with the evidence I possess by reference to official documents and the like, ~~that~~ my *statements* ~~evidence~~ cannot be shaken.

Yours faithfully,

W. E. Weir

P. S. I send you a photo. taken by a native, which ought to go to prove that in the Sholapur District I did not fail to get assistance from local authorities. This photo. includes the Collector, Mr Morrison, the *and Mr Weir* Famine Special Asst Collector Mr Weir, the District

Medical Officer, the Asst Surgeon and the Mamlatdar of the Taluka.

2-8-1897. Arrived Sholapur 3.56 P.M.

I had warned the Collector of approaching arrival by letter NO. 18, dated 31st July. This he received in camp, and he was not therefore prepared for my arrival. By the time I reached the travellers bungalow, it was getting towards sun-down. Therefore finding no messenger from the Collector, I went straight to the famine relief channel irrigation works but found them closed.

3-8-1897. Morning- Before leaving the bungalow, I wrote to the Collector reporting my arrival. I inspected irrigation works. The assistant Collector Mr: Weir was on the works. I stayed on purpose to meet him, but he, unfortunately, went off by an unexpected route to some out-station.

After-noon. Inspected Doddi Camp relief work. On returning met Mr: Carmichael, Assistant Collector in charge of

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of Head Quarters. He explained that the Collector was in camp but that Mr: Weir, special Officer in charge of famine, would be at Sholapur the next day.

4-8-1897. Morning. Accompanied Mr: Carmichael to the ~~poor~~ house in Sholapur; met Mr: Weir, assistant Collector in charge of famine. In his presence, I examined rations and ascertained the price of wood and cholum straw after weighment in the bazaar. I then went with Mr: Carmichael to the weavers' houses and Municipal weaving establishment, and thence to witness -- private gratuitous relief. I breakfasted with Mr: Weir and for three -- hours afterwards discussed arrangements made in the District openly -- taking notes of all that was said on the spot, whilst Mr: Weir appealed to various documents for information. A telegram from the Collector was received by Mr: Carmichael stating his willingness to meet me at any place

I liked, and suggesting a point that happened to be off my route; but, ^{as} I -- specially wished to see the economical systems of Ahmednuggur, I requested the Assistant Collector to convey my thanks to the Collector -- and regret that I could not accompany him.

In the evening went on the relief works at Doddi again, and was accompanied during inspection by the overseer and Hospital Assistant. I missed an appointment with D. Seroggie, the Civil Surgeon, by being too long at Mr. Weir's, but met him at dinner at Mr. Carmichael's, and discussed famine matters. Examined the bazaar as to price of food grains with Mr. Rama Rao.

5-8-1897. Morning. I went to the village of Hattur, as arranged, on my behalf by Mr. Weir, with the Mamlatdar and examined agriculturists. Started at 5 A.M.; returned at 10-30 A.M. Went to the bazaar with Mr. Rama Rao and ascertained

ascertained the price of food articles. Returned to bungalow, where I waited for fulfilment of appointment by the Sub-Engineer-the Executive Engineer not being at Head Quarters. He arrived late. With him I discussed fully the D.P.W. system, and took --- notes on the spot.

Evening. Left by the 5.26 train for Barsi Road which Mr: Weir had informed me was a typical concentration work, and where he promised to meet me. I left Mr: Rama Rao to interview merchants as to the fluctuation of grain, with the object of comparing the fact that came to my notice that official prices did not follow prevailing prices. This was also borne out by the Mamlatdar's official report furnished. [I had in the meantime wired to the Collector of Ahmednuggur for information as to position of works where the D wage was in use; but got no reply either on this or the next day. My Continuing on tour in

in the Sholapur District was contingent on the reply from Ahm^ednugur, as I particularly wanted to see work conducted on the D wage. Arrived at Barsi Road at 7-26 P.M.

6-8-1897. Morning. Inspected the Barsi Road works in the presence of Mr:

Weir and Surgeon Captain Standage -- and the D.P.W. Officer in charge-the Supervisor. In the afternoon, Mr:

Morrison the Collector arrived. He ^{to my place} offered to accompany me, but whilst thanking him for this courtesy, I explained that I looked for a reply -- from Ahm^ednuggur and would start -- there on receipt. I had a long discussion with him, and he was most -- helpful and frank in placing a number of documents at my disposal. In the afternoon, I went through various documents with the Supervisor, and ascertained as to medical organization from Surgeon Captain Standage. As I had received no reply from the Ahm^ednuggur Collector to my wire, and as I had the assurance from Mr:Weir

that

that in that district works were --
opened on the D wage, I started by --
the 5.40 train to Ahm^ednuggar and --
left Mr: Rama Rao (^{was} who told to come on
by a later train) with instructions
to visit the bazaar and ascertain --
bazaar prices. During the afternoon,
prices had also been entered ^{into} with --
the Mamlatadar ^(?) and weighments of ve-
getables and prices had been ascer-
tained by me from the kitchen Superiⁿ-
tendant and Civil Relief Officer.
Arrived at Ahm^ednuggar at 10.31 P.M.
(Jubbulpur Mail).
7-8-1897. Shortly after daybreak, I
sent a messenger to the Collector --
stating that not having received a
reply to my wire, I had, to avoid de-
lay, arrived. I again asked him ^{for} infor-
mation where works on the D wage ---
could be obtained. No reply came. I
waited till about 9 o'clock. Enquiries
were made as to relief works in the
neighbourhood, and I was directed to
the Nagpur Road Poor house, where Mr:
Rama Rao having arrived by a late^r --

train

train accompanied me. On return at about 2 P.M. no communication was --- still found from Mr: Woodburn, the Collector of Ahm^dnuggar District. I then arranged to visit the Kaparwadi works in the evening, where I was met by the Sub Engineer in charge, Mr: I. B. Ralph, who as well as all officers had received intimation of my probable visit by circular. I returned from these works at 9 P.M. and found a --- letter from Mr: Woodburn. He explained delay by his absence from Head-Quarters and reference of my wire to the D.P.W. He asked me to dinner, but as it was already past 9 P.M. I declined, and volunteered to breakfast with him next day (Sunday)

8-8-1897. Discussed matters with the Sub Engineer-the only D.P.W. officer till at Head Quarters about 9.30 A.M.

I breakfasted with Mr: Woodburn and --- for three hours afterwards discussed famine matters and openly made notes. He kindly produced numerous documents relating to famine administra-

tion

tion, but could not, unfortunately, follow the example of Mr: Morrison of the Sholapur District by placing copies at my disposal, as he had none to spare; nor could he get the more important documents copied for me on the following day, as ^{he} stated it was a particularly busy day. I therefore was glad to be allowed to take them home with me, on condition that certain papers were returned by the following morning. In the evening bazaar prices were ascertained by personal enquiry by Mr: Rama Rao and myself.

[Extracts were therefore made from the documents by myself and Mr: Rama Rao till night time. The documents specially pointed out by the Collector as required on the following morning were duly left with the Mamlatdar, but this subordinate, I afterwards found, did not give them up to the Collector, as, on my passing through Ahm^ednuggar on the 9th night, I found a peon with a note from the Collector requiring these special documents.

I informed him as well, as a piece of pencil and a scrap of paper in an -- ill-lighted station would allow, that I had not taken the special documents but only such as he had no objection to allow me to hold for a few hours, and that these also were then returned. I explained that the documents had been duly returned to the Mamlatdar with the request to send them to him, and stated I trusted no inconvenience had been caused him.]

9-8-1897. Left Ahm^dnuggar by the -- 2-40 A.M. for Kopergaon Road which -- was reached at 6 A.M. Was met here by the Relief and ordinary Mamlatdars, who had been ordered ~~to~~ by the Collector to do so. Inspected Kopergaon and with them went to Savalvirhir, where I was met by the European as-
W. P. E. Perival
sistant Collector in charge of famine relief. In his presence, and in that of the Mamlatdars and overseers in charge, inspected the works and kitchens.

9-8-1897. Left Kopergaon by the 6-52

P.M.

P.M. train for Bijapur.

10-8-1897. Arrived Bijapur at 12-52
(after noon). The Collector Mr:Pause
had been told of my proceeding thi-
ther by the Mamlatdar of Kopergaon.
The Collector, a native Brahmin gen-
tleman, sent his carriage and stated
he would have met me personally but
was not well. In reply, I asked him
not to put himself to inconvenience
as he was unwell, but that I should
be happy to see him tomorrow when he
felt fit.

10-8-1897. Evening. Inspected the re-
lief works and Bijapur Poor house ^{the} ~~no~~
Mr Mamlatdar
~~superior officer~~, being present, and
subsequently ascertained bazaar ---
prices with Mr:Rama Rao.

11-8-1897. Morning. Went on the town
relief works, and was met by the Col-
lector accompanied by the European
- *Mr R. P. Barrow*
Assistant Collector. Returned from --
the work with the Collector and the
Assistant Collector to the Bungalow,
when the Collector with the aid of
several documents ~~he~~ had brought --
with

with him went fully and frankly into all matters connected with famine administration. I openly took notes as he talked. Left Bijapur by 1-6 P.M. train for Telgi, which was reached at 2.45 P.M. Inspected works and kitchens with overseer and Civil Relief Officer. Relief Mamlatdar arrived, but said he had work elsewhere and asked to be excused staying.

12-8-1897. Started for Bagalkot at 3 A.M. Arrived at Bagalkot at 6-8 A.M. Was met by the Mamlatdar who

had been desired to meet me by the Collector, and was taken by his mistake on to a road where there was a "rest day". Went to the village of Gudan Kerai and ascertained prices in the presence of the Mamlatdar. On return met the Assistant Collector (Mr. H. Page) who had come to the Bungalow to meet me too late. With this Officer, I inspected the bazaars and enquired as to prices and subsequently (in the afternoon) with him inspected such little of the Bagalkot Road as was possible in the short time still at disposal

W. L. Stone.

Sanitary Commissioner for Madras.

October 1897.

Diary from 2nd to 13th August 1897

Date

2. Left Bikaner for Guntakal by 4.52 A.M. train. In
Sanitary Commissioner at Guntakal who arrived there
by the mail train and accompanied him to
Sholapur which was reached at 3.56 P.M. Went to
Commissioner's quarters at 6 P.M. and met the gentleman
at 7.30 P.M. he having in the meanwhile gone out
on inspection.

3. Accompanied the Commissioner to the Starving Relief
work (a Channel work) on which weavers were
employed at a distance of about 5 miles from
Sholapur. Was present with the Commissioner when he
examined a number of gangs as to their physical
condition; when he made enquiries of the workmen
as well as the Mookadams (head coolies) maistry
Karkuns about the rates of wages paid to coolies;
when he ascertained the composition of gangs, the
tasks; when he examined the kitchen, food and
cooked rations in the presence of the Kitchen Super-
intendent Karkuns and distributors; and when he
ascertained what establishment was entertained
in connection with the work and kitchen, including
the ordinary and village police. A Police Constable
was present all along. Counted the number of
bamboos, huts provided for the coolies and the
police, taking measurements of the same. Returned
to lodgings at 11 A.M. While we were on the line
of work Assistant Collector Mr. Weir passed by.
Before going to the Channel work the tongamala
having misled us we went to the water reservoir
which supplies drinking water ~~supply~~ to the
town. The Doctor (Commissioner) examined the

* That is
way but
distance
person
hail - not
remains
use present
W.H.H.

measuring and made inquiries about the quantity and quality of water supplied to the town etc. In the afternoon went to the Doddi relief Camp at a distance of about 7 miles from Sholapur, being present with the Commissioner when he examined the Camp, the bulking accommodation, hospital Cholera Camp, accounts, the kitchen, raw and cooked food and ascertained from the Kitchen and Camp Superintendents the strength of the establishment and the nature of duties performed by each member thereof. The Commissioner took photographs of the relief Camp. A family consisting of 4 members of whom one was a lame person appeared before the Doctor and complained that they could not get admission to the relief work and that they had no food for two days. They were relieved by the Doctor with some money. The Doctor had two or three gangs examined by the Hospital Assistant (who just then turned up) as to their physical condition and had the work turned out by some of the gangs measured by the Head Maistry and Karkums. Returned to lodgings at 9 P.M. Met the permanent Mamlatdar (Tahsildar) to whom I had written in the morning at 8.30 P.M. as per Commissioner's orders. And obtained from him information about the famine and ordinary revenue administration in Sholapur etc. Went over to the Commissioner at 10 P.M. and informed him of the result of the interview.

4 Accompanied the Commissioner into the town (Sholapur) to be present at the distribution of grain dols. Commissioner drove along with the Assistant Collector for inspection of scavengers' houses etc. and I remained near the Police station collecting some information from the Chief Constable and the Mamlatdar. Commissioner

thence went to constant bulking view at 8.30 A.M. - Inquired about the prices of fuel (firewood) and fodder and had certain quantities of the same weighed as per Commissioner's orders. Returned to lodgings at 11 A.M., while the Commissioner went along with the Assistant Collector. Went over to the Doctor's quarters at 12.30 P.M. He was absent in the Assistant Collector's house till 4 P.M. In the meanwhile the District Medical and Sanitary Officer of Sholapur called at the Commissioner's lodgings at about 2 P.M. as per previous appointment in order to go out together to inspect relief work at a distance of about 5 or 6 miles from town, and leaving a note with me to the Commissioner. Accompanied Commissioner to the Doddi relief work 6 miles from town and returned at 7.30 P.M. - The measurements of work done by a few gangs were taken with the aid of the Overseer Head Maistry & Karkum. The Commissioner also examined the condition of the Cooches.

5 Accompanied Commissioner from Sholapur to Hottur and back in the morning. 16 miles. Inspected distribution of grain dols in Hottur and examined in the presence and under directions of the Commissioner the houses of some poor people including Mahars (Madigas) who alleged they had no means of subsistence. The Mamlatdar was present all along. Ascertained and recorded the prices of various articles of food including vegetables in the Sholapur market on way back from Hottur. Returned to lodgings at 11.30 A.M. Under directions from Commissioner went to the Registrar's Office and obtained information from the Sub Registrar as to the extent of sales of land after the introduction of the Deccan relief Act in 1895-96 and 1896-97. Went to the Commissioner at 2 P.M. and was present while he was gathering information from the Sub Magistrate

on several points connected with the day.
Conduct of relief works including payment
of wages etc. The Commissioner was then
engaged from before I went to him. There were
also the Relief Mamlatdar and the permanent
mamlatdar, the Civil Officer and the paymaster.
The Commissioner left Sholapur for Barsi Road
by the 4.1 P.M. train ordering me to collect some
information from the Sub Engineer regarding
tasks, outturn of work and payment of wages.
I was accordingly engaged with the latter till
6.30 P.M. I left Sholapur for Barsi by the 8 P.M.
train.

6. Accompanied the Commissioner to the relief
work in close proximity to the Railway Station
in company with the Special District Medical
Officer (Civil Surgeon) - Took measurements of
work done by several gangs in the presence
and with the aid of the supervisor (who was ^{then} ~~in~~
in charge of the Sub Division), Overseer and Head Maistris.
The Commissioner and the Civil Surgeon examined
the condition of Cooks. Examined the cooked food
which the Cooks had with them. Was present along
with ^{Commissioner} ~~them~~ when the children of the Cooks were
fed at the kitchen. The Assistant Collector
Mr Weir was also present, as also the District
Assistant Surgeon. Returned to lodgings at 11 A.M.
Went over to the Commissioner's quarters at 1 P.M.
and found him engaged with the Collector of
Sholapur and the Assistant Collector till 3 P.M.
in collecting information on various points
connected with the system of famine adminis-
tration. From 3 P.M. till the train left the
station at 5.40 P.M. as with the Commissioner
while he was gathering particulars relating to
works, gratuitous relief, &c. from the Supervisor,
the Civil Officer and the Kitchen Superin-
tendent. After the Commissioner left the

the place I was engaged as per his directions in
obtaining information on various points from
the Civil Officer. I also ascertained and recorded
the prices ruling in the bazaar. Left Barsi road
for Ahmadnagar by the 10.20 P.M. train and reached
the latter place at 8 A.M. on the

7. Reported myself to the Commissioner and
accompanied him to the Nagpur road poor house
about 5 miles from Ahmadnagar. Was present when
the meals were distributed to the inmates and when
the Commissioner examined their condition in the
presence of the Hospital Assistant; inspected the
hospital and the putting accommodation. Returned
to lodgings at 2 P.M. Accompanied the Commissioner
at 4 P.M. to Kaperwadi relief Camp about 5 miles
from Ahmadnagar. Measurements of work done by
various gangs were taken in the presence and
with the assistance of the Sub Engineer in Charge
of the work and the Head Maistry and Karkhans.
The kitchen and the Hospital ^{were} inspected and in-
formation on various points obtained from the
Civil Officer, Kitchen Superintendent and Sub
Engineer. Commissioner examined the raw and
cooked food in the Cooks' hut and ascertained
and recorded the prices of different articles
which were being ^{sold} ~~given~~ at the camp. Returned
to Ahmadnagar at 8 P.M.

8. (Sunday) - Met the Commissioner at 7 A.M. and
was present when he was collecting information
from the Sub Engineer in Charge of the Kaper-
wadi Camp, and the Civil Officer and the
Mamlatdar. The Commissioner was engaged
with the Collector in the latter's house, both in
the morning and afternoon for ^{about} 3 hours
altogether in obtaining ^{some} information and cor-

Records connected with the famine works etc. In the afternoon took note at the Commissioner's dictation from the record above referred to. Went with the Commissioner into the town ^{at 7 PM} to ascertain and record the prices ruling in the bazaar.

- 9 Left Ahmadnagar by the ^{2.40}~~2.10~~ PM train and arrived at Kopergaon Railway station at 6.5 AM. The Relief and Ordinary Mamlatdars were present ~~on~~ the ~~platform~~ platform as per instructions they had previously received from the Collector. An hour afterwards we all four proceeded to the poor house at a distance of about 2 miles from the Railway station. The Commissioner examined the condition of the inmates, the cooked food and the hutting accommodation. From there we all four went to the Savolvihi relief camp (which was at a distance of about 6 miles from the poor house) crossing the Godavari close to the town of Kopergaon by ferry boat. At Savolvihi Camp we found the Assistant Collector in charge of the work. In his presence the Commissioner examined the condition of the Coolies and had measurement taken of the work turned out by some of the gangs, with the assistance of the Overseer and Maistries. The Commissioner also took photographs of some Coolies as well as of the two Mamlatdars and myself. The kitchen was next examined. The Commissioner and the two Mamlatdars and myself left this camp at 2 PM. The Mamlatdars stayed away at Kopergaon on the way and the Commissioner and myself returned to the Railway station at 4 PM. The Mamlatdars having returned at 5 PM. I was engaged with him in getting information under the Commissioner's orders till the 6 PM train arrived at the station. I then left the place

along with the Commissioner by the train to Bijapur which we reached at 12.52 PM on the 10th.

- 10 Accompanied the Commissioner into the town. On the way, the town relief work and the condition of the Coolies were examined and then the poor house. The Ordinary Sahildar who met us on the Railway platform as he had received previous intimation of our arrival was present all along. On way back from the poor house, the Commissioner ascertained and recorded prices ruling in the bazaar. Returned to lodgings at 8 PM. The Mamlatdar said that his Collector was rather unwell and could not come to the station.

- 11 Under the Commissioner's directions I went in the morning at 7 o'clock to the Municipal Office to gather information about the kitchen which was said to have been maintained there. But one of the Municipal Commissioners present said that the kitchen had been already closed. Returned to the Sanitary Commissioner's quarters at 8.30 AM and found him engaged with the Collector (Native) and the Assistant Collector. Then went in collecting some information from the Relief Mamlatdar who had just come as per Commissioner's orders. The Collector, & Assistant Collector left the Commissioner at about 10 AM. Saw the collector and signed portions of the Greatest Gomez in the town in company with the Commissioner. Left Bijapur along with the Commissioner by the 1.6 PM train for Telgi where we arrived at 2.45 PM. We both proceeded at once for inspection of the relief work close by. A number of Coolies were examined by the Commissioner and measurements of work taken in the presence of

With the assistance of the Overseer, Civil Officer
Head Maistry and Karkums. Till 8 P.M. was
engaged in collecting information in the presence
of the Commissioner from the Civil Officer, Over-
seer, Kitchan Karkum and Superintendent the

- 12 Left Telgi with the Commissioner by the 3
A.M. train and arrived at Bagalkota at 7
A.M. - The Ordinary and Relief Mamlatdars
were present on the Railway platform as per
instructions they had received from their Collector.
Accompanied the Commissioner at 7 A.M. along
with the Relief Mamlatdar to Gaddankeri for
the inspection of a relief work which was said
to be going on there. But as it was the rest
day, there was no work. A number of Cooks
who were in the village were examined by the
Commissioner. And the prices ruling in the
village were recorded in the presence of the
Mamlatdar. On way back, the Kitchan on the
road side was inspected in the presence of the
Assistant Collector. Returned to Bagalkota
at 11 A.M. - At 1 P.M. accompanied the
Commissioner into the town and had certain
quantities of fodder (Cholan straw) and
firewood weighed in the presence of the Assistant
Collector who remained with the Commissioner
till we left the station by the 4.56 P.M. train.
The prices of the different food grains etc. were
next ascertained and recorded. We all then
went to the relief work which was close to the
town. The Commissioner examined the condition
of the Cooks, enquired about their status in
life, solvency, indebtedness, landed property
etc. No measurement of work could be
taken as the Overseer who had the accounts
did not turn up in time. And as we
were going to the Railway Station to catch the

train, met us. He was then asked to turn
his accounts to the Station. The Civil Officer
also appeared there and was along with us till
the train left the station at 4.56. - Till then
the Commissioner in the presence of the Assistant
Collector was collecting information from the
Assistant Collector, Civil Officer & Overseer. Some
information was also gathered from the two
Mamlatdars who were also with us till we
left the station.

Shamashur

Revenue
Local & Muni. (1897) Department.

CURRENT No. 10253

From

Surgeon Lt. Col. W. G. King, M.B.
Sanitary Commissioner for
Madras

No. 2424
5

Order.

Dated 26 November 1897

Received 29

Registered 29

Enclosures (two copies of the
Report)

Spare copies

SUBJECT.

Resubmits his report
on famine in certain parts
of the Bombay Presidency.

2.2
29/11/97

BACK PAPERS.

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FURTHER PAPERS.

G.O.	No.	Department.	Date.

1897
REVENUE DEPARTMENT.
Enclosure No. _____
No Current No. 10253

REPORT

CONTRASTING

CONDITIONS AFFECTING WAGES AND RATIONS

PRESCRIBED BY

THE GOVERNMENT OF INDIA FOR USE DURING FAMINE IN
THE BOMBAY AND MADRAS DECCANS.

BY

SURGEON-LIEUT.-COL. W. G. KING, M.B., C.M., D.P.H.,
*Fellow Sanitary Institute, Fellow British Institute of Public Health, Fellow of the Madras University,
Sanitary Commissioner for Madras.*

MADRAS:
PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS.

1897.

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No. 36-T.

From

SURGEON-LIEUTENANT-COLONEL W. G. KING, M.B., C.M., D.P.H.,
Sanitary Commissioner for Madras,

To

THE SECRETARY TO THE GOVERNMENT OF MADRAS,
REVENUE DEPARTMENT.

SIR,

In submitting herewith a report in accordance with G.O., No. 611, Revenue, dated 23rd July 1897, in which I was permitted the advantage of studying the various methods of famine procedure in the Bombay districts, I have the honour to state that, as a result of the brief period of ten days allowed me for the purpose, it may well have occurred that I have incorrectly or incompletely gauged facts that came to my notice. At the same time, much of the official information placed at my disposal is incomplete, and I have not felt justified, having regard to the trouble such inquiries would involve at a time of high pressure of work, to further indent upon the courtesy of Bombay officials to supply these blanks. For example, details of expenditure upon establishments have, on this account, been much curtailed, with the result, I believe, of greatly under-estimating the nature and cost of establishments considered requisite for famine administration in Bombay. Within these limits, I believe, the information gathered is accurate, and I trust that the various points brought to notice may be found of some utility in this presidency. *Slugged A*

2. I received from the Bombay officials every courtesy and, under instructions of the Bombay Government, I found every facility was afforded me for studying the methods employed.

I had the privilege, in the course of my tour, of having lengthy consultations with the Collectors of Sholapur, Ahmednuggar and Bijapur, and, in the respective districts to which they were attached, with Assistant Collectors Messrs. Barrow, Carmichael, Page, Percival and Weir, and with Surgeon-Captain Standage, District Medical Officer, Sholapur. During my inspection of the Barsi Road works, I was accompanied by the Assistant Collector and the District Medical Officer; of the Savelvehir work, by the Assistant Collector, the ordinary and relief Mamlatdars, and the Public Works Department overseer in charge; of the Bagalokot Road work, by the Assistant Collector; of the Kaperwadi tank work, by the Sub-Engineer and the Special Civil officer. The Sub-Engineer at Sholapur was not on the work when I inspected Doddi relief work, but was represented by the Overseer in charge. This Sub-Engineer, however, gave his experience subsequently in person. At both the Kaperwadi tank and Barsi Road works, measurements were checked in the presence of the Sub-Engineers in charge; in the minor works visited, this was effected in the presence of the Public Works Department Overseers. In all cases, no measurements were registered in my notes until all objections had been carefully analysed, and the Public Works Department subordinate responsible in actual charge of not lower rank than an Overseer had assented to their accuracy.

3. I would respectfully bring to the notice of Government that, in the course of my inquiries, I received valuable assistance from Mr. T. Rama Rao, Deputy Collector, Bellary district, who acted as my personal assistant throughout this tour. Although as a caste native, this officer must have been put to many straits during rapid travelling, he always appeared fresh and willing for work and much impressed me both with his intelligence and powers of physical endurance.

I have the honour to be,

Sir,

Your most obedient servant,

W. H. King.

Surgn.-Lt.-Col.,

Sanitary Commissioner for Madras.

FORT ST. GEORGE,
9th October 1897.

REPORT.

A CONSIDERATION OF THE CONDITIONS AFFECTING WAGES AND RATIONS.*

Reasons for collecting information.

1. In inspecting the conditions found in the Bombay Presidency, I have naturally held in mind the question as to whether it were possible in any way to modify the opinions I laid before Government in my memorandum of the 27th January on the subject of wages and rations, embodied in G.O., No. 295, Revenue, dated 4th May 1897. This seemed to me of special importance, in view of the orders lately issued, I believe, under instructions received from the Government of India, which abandoned the policy as to wages and diet adopted by the Government of Madras, subsequent to a consideration of these views.

2. In the memorandum submitted I pleaded that, assuming the standard deliberately and repeatedly laid down by the Government of India—that the famine worker should be maintained in “health and strength”—were to be accepted in the literal sense in which there is every reason to suppose this dictum was meant, there were certain obvious errors in the composition of the diets that demanded remedy. Thus, I showed by a comparison with standards not of my own excogitation, but compiled as a result of laborious physiological and chemical experiments and observations founded on prolonged experience under varying conditions of race, climate and work by world-wide recognized authorities on dietetics, that they were in certain respects erroneous; owing not to a want of comprehension on the part of those who advised the diets, but to an attempt to ensure economy notwithstanding self-evident risks to the health and strength they are guaranteed to maintain. I pointed out that the minimum or, as it may be conveniently called, the D ration† ought not to have a place in the Code except for penal purposes, otherwise than in wheat-eating districts; that the C ration is unfit for tasked labour, but suitable for gratuitous relief and untasked labour; that rations A and B would suffice for active and moderate labour, respectively, provided the condition under which the workers obtained the ration were such as to secure the amount in full both of the grain and “other items”, plus a reasonable addition for wastage. I pointed out, however, that in accepting the A and B rations the ignoring of a provision for vegetables was a serious omission involving the risk of scurvy, which disease had contributed so largely to the mortality of the 1877 famine, and that although the exact period when scurvy would arise would depend upon lapse of time, and the extent to which they deprived themselves of other constituents of the rations in favour of vegetables, the appearance of this serious accompaniment of mal-nutrition amongst the workers would be inevitable. In recommending a new scale, I provided for loss by wastage of the total grain equivalent and added a small allowance that would cover the cost of vegetables, and, under usual conditions, of fuel. This scale compared favourably, in respect to cost with that asked for by the Madras Government on the advice of a committee of experts fresh from the experience in this Presidency of the 1877 famine (Board's Proceedings, 27th May 1892, paragraph 11). I recall this fact that it may not be thought that the scale advised gained in extravagance from my individuality, but was in reality cheaper than that devised by men usually admitted to be reasonable in their demands.

3. In forwarding its views on the above subject, the Board of Revenue (Board's Proceedings, No. 144, dated 18th February 1897) showed that it was the intention of the Government of India that wastage should be met from the allowance in the grain equivalent for “other items.” This was a fact not known to me at the time, for the simple reason that the Madras Famine Code omits all mention of any such intention, and nowhere makes use of the word “flour”. The result was, however, to shift attention from the question of amount laid down by the Government of India as necessary to the question of whether allowing for wastage and “other items”, the grain equivalent allowance is such as to cover the cost of the said amount—a matter I do not now discuss, and which does not alter my position as to the main contention.

* Unless otherwise stated, all calculations in this portion of the report as to wages are made at the uniform rate of 14 lb. of grain per rupee.
† Throughout the following paras., the terms ration and wage with the prefix letter denoting its class are convertible.

shipped C

616
5. 20 24-2-97
shipped B

Hand D
m 60 839
11-8-97

m 60 255
4-5-97
C

4. Holding the above views in mind, I naturally received with some astonishment the statement made to me by Mr. Higham that experience in other parts of India showed the D ration was found quite sufficient for the support of persons from whom work is exacted. The obvious though politely not expressed deduction is that if my opinion as to the inadequacy of the D diet for anything but rest be wrong, my objections to the C ration for tasked labour must be absolutely without foundation.

5. I may here state that on Mr. Higham thus placing his experience at my disposal, I suggested to him that in the instances in which it was supposed the C and D rations were relied upon, there may really exist unrecognized factors which enabled that result to be brought about. Mr. Higham in reply stated that whilst he was fully prepared to find such was actually the case, so far as his own knowledge went, the only help he thought possible in the case of Bengal was the free use by the poorer classes of the Mohwa flower. He particularly pointed out that in Bundelkhand the Code ruling to the contrary, being required to work on the D wage, and, if I remember rightly, the men being placed on the A wage.

6. Mr. Higham approached the matter in, I believe, an absolutely open frame of mind, and, as a practical man, necessarily held that whatever may be the data on which sanitarians base their requirements, he was confronted with the simple fact that workers were employed, and successfully employed, on the diet in question in other provinces.

7. I may at once illustrate the necessity for going into details in such matters, and at the same time meet the question of Bundelkhand, so far as details are available to me, by examining the special circumstances in this case. Thus, granting that the men obtain A wages and the women the D, it is fair to assume that either as sisters or wives they share the A wage of the men, and it must be remembered a "man" means in Famine Code language any male over 12 years of age. Whilst admitting that the supposition would not cover all classes of cases, and acknowledging there may be other circumstances which influenced the supposed efficacy of the D ration, the average wage or ration would considerably exceed in value the bare D ration for the female. Thus, taking the grain equivalent at 14 pounds per rupee, the result would be as follows:—

	AS.
A wage	3
D wage	(2) 1-10
Total	5 average = As. 2-6

It is therefore apparent that there is little reason to lay stress upon the use of the D wage under such conditions, as what is really obtained is a ration above the value of C and below the value of B, the mean adult male and female B wages being As. 2-7 and the C As. 2-3.

8. It is obvious that the question of payment of infants as non-working children in cash, as allowed in the North-West Provinces, and the question as to whether children are fed in kitchens or not, or were so fed during any stage of the famine, or were instead paid in cash, would be material to such an inquiry; but, as to actual amount of nutriment available it would certainly be most unsafe to draw conclusions applicable to Bundelkhand, unless it were known whether the grain obtainable is wheat, jowari or ragi. From the following figures will be seen at a glance the importance of the question as to what the grain employed really is—a fact on which Mr. Higham could not positively enlighten me—and that, in any case, the diet resulting from the average between A and D cannot be used as an argument in favour of the use of D wage.*

* I am not in a position to state what the effect of the attempt to economize by giving the D wage largely to workers in Bundelkhand has been on their physique, but, judging by reports for the week ending 7th July, it would appear that the influence on capability for work has not been beneficial, as there were 31,800 persons in receipt of various forms of gratuitous relief against 29,428 workers—the latter number possibly including numbers of non-working children paid in cash.

I.

If calculated in Wheat.

	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
A diet	4-150	18-910	1-377	22-077
D diet	2-615	12-191	0-567	13-495
Average	3-382	15-551	0-972	17-786

II.

If calculated in Cholam (Jowari).

	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
A diet	3-142	19-846	1-569	23-455
D diet	1-943	12-815	0-695	14-413
Average	2-542	16-331	1-132	18-934

III.

If calculated in Ragi.

	Albuminoids.	Starch.	Oil.	Starch equivalent.
	oz.	oz.	oz.	oz.
A diet	2-662	20-062	1-449	23-395
D diet	1-623	12-959	0-615	14-373
Average	2-142	16-511	1-032	18-884

These figures show that in nutritive value the average of the A and D diet when compared with the Code A, B and C rations calculated on ragi as the staple, excels the A diet, if wheat is employed, the B diet, if jowari is employed, and the C diet, if ragi is employed.

9. The purpose therefore with which I have entered into apparently petty details as to various matters affecting wages, rations, tasks and allied matters in this report will, I trust, be tolerated, if it be understood that it can only be by a study of the varying conditions under which the wage reaches the workers that its sufficiency or insufficiency can really be gauged; that is, in short, it does not suffice for it to be said that such and such a province uses with success such and such a wage in apparent defiance of all established principles of physiology, without the attending circumstances which have rendered the feat feasible being fully understood.

The influence of conditions under which the cost of the "grain equivalent" is determined.

10. (1) The Madras Famine Code has a peculiar provision that is strictly followed in this Presidency, which has a far-reaching result as to the amount of the wages allowed and, consequently, the nutriment available to the worker. Section 121 states, "by grain it is meant grain of medium quality and of the description in ordinary use at the time of payment." The result of the provision I have quoted in italics, is that the "staple grain" used in ordinary times by the labouring poor of a district is not necessarily that which is employed during famine. During progress of famine, the "grain equivalent" is adapted from time to time, so as to follow the efforts of the people

to obtain the cheapest millet. Thus, in certain parts of the Deccan districts, ragi in ordinary times can either not be purchased at all in the bazaars, or in but very small quantities—it being but rarely grown locally. Yet, experience shows that as famine waxes, merchants are confronted with increasing demands for the coarser and cheaper millet which is duly met by importation, until the staple grain, cholam, is practically replaced by ragi. The tables given in paragraph 8 should prove conclusively that, before any just comparison between the cost or nutritive value of rations used in various provinces can be made, or deductions be based on such comparison, it is essential that the nature of the grain used in calculating the "grain equivalent" be correctly stated, and its nutritive value be allowed for. Thus, it is evident that the language used in the Codes of different provinces must result in widely different practice as to fixing the description of grain. In Mr. Elliott's draft Famine Relief Code, "the coarsest cereal or millet ordinarily consumed and commonly purchaseable in the bazaars," is laid down as that which should be employed as the basis of the wage. This definition is quoted in the Provisional Code as a footnote, whilst in the text it defines the flour to be that of the "common grain used in the country." The Bombay Famine Code demands simply that the staple grain of the locality shall be employed in the following terms: "The grain to be selected as the basis of calculation shall be the jowari or bajri according to the local practice of consumption; whenever both grains are equally staple food-grains, that grain shall be selected which is the cheaper at the time of payment" (*vide* section 115). The North-West Provinces Famine Relief Code lays down that the grain "must in every case be the staple or staples in ordinary consumption in the affected tracts" (section 106). In practice, the effect of the omission from the Madras Famine Code of any reference to the "staple grain" workers are placed upon wages that effectually restrict them to rations within the amounts contemplated by the Code. Thus, in the early stages of the famine, in the Deccan districts, where, with the exception of comparatively small tracts, it may be safely said that cholam is the staple grain used in ordinary times by the labouring poor, it was ordered that the wage should be based on ragi, unless the Tahsildar was to prevent any but the really necessitous from resorting to works at the early stages of famine. Subsequently, as the severity of famine conditions became more marked, the staple grain (cholam) was allowed, with the qualification that it was to be the "cheaper sort" (Board's Proceedings, Mis. No. 6580, dated 15th December 1896). By July, however, the natural tendency for the people to buy whenever available the cheaper millet, combined with the exhaustion of stock, justified the Famine Commissioner in issuing the following order:—

"The attention of the Famine Commissioner has been given in his present tour to the extent to which ragi has been displacing cholam as an article of diet in the districts of Cuddapah and Anantapur, and he finds that, owing to the pressure of the last eight months, the rise of price in cholam and the bad quality of much of the latter staple in the market, ragi is now consumed to a considerable extent in those districts. This is a fact which must not be ignored in fixing wages, though it must not be pushed too far, as the means of grinding ragi are not so generally available as in the Tamil districts."

"2. As the result of his inquiries the Collector of Cuddapah will, in future, fix his prices on the basis of one-half cholam and one-half ragi, the Collector of Anantapur will do so on a basis of two-thirds ragi and one-third cholam. This will produce an appreciable saving in wages and will also act as a check to prevent persons, not really destitute, from resorting to the works."

Lastly, towards the close of the famine (presumably with the object of putting on pressure similar to that exercised at its commencement), in the presence of fast improving agricultural prospects, it was ordered that wages were to be based on the price of ragi "at all places in the Deccan districts at which ragi is procurable."

(2) I believe that I have not overstated facts when I affirm that this trivial difference in the wording of Codes does produce far-reaching effects; indeed, in my belief, they are so far reaching that it is idle to attempt to gauge the accuracy of

statements as to the efficacy of the Famine Code diets in Madras, by information gained in other provinces. Thus, in overruling the policy adopted by the Government of Madras as to the disuse of the C and D rations, the Government of India was placed in the position of either denying the universally acknowledged principles of dietetics, which are acted upon by it in reference to criminals, or of appealing to results in practice in other Presidencies. The latter course was elected, as shown by G.O., No. 797, dated 17th September 1897. Now, it is remarkable this Government Order enters into no details in proof of the assertions made with one solitary exception, namely, the instance of the testimony at Barsi Road by the District Medical Officer, Sholapur, which is quoted as follows:—

"D class wage is, in my opinion, sufficient to support a man doing the amount of work required for it. I have known cases in which men admitted on the works on D class wage have improved themselves up to A class wage, which they would not have been able to do were they under-fed."

Now, it so happens that, without any knowledge that this statement would be used by the Government of India, I ascertained that this testimony had been given by Surgeon-Captain Standage to Mr. Higham at Barsi Road, Sholapur, with reference to the workers at that place. I personally enquired of this officer as to how far he could verify this opinion by evidence. He admitted that he had no notes whatsoever of the four or five cases that he had said had undergone improvement, nor had he specially observed them from day to day, with the particular object of satisfying an investigation as to the utility of the D wage. *He had merely, in short, given this evidence from memory.* I took the liberty of pointing out to him that evidence founded upon memory could not be of much use in a professional matter of this description, and I think I am justified from the nature of his reply in believing that, had he known that so important issues were at stake as settling definitely the utility of the D ration, he would have preferred having had time to make a special investigation to merely making a statement on the spur of the moment. In any case, his remarks, as quoted by the Government of India, being devoid of any particulars as to the state of the workers on arrival, the number of days they were employed on D ration, and, most important of all, whether they really ate nothing but the D ration, or whether their position was such that they could share the better rations of others, are of but little value. Seeing that at Barsi Road I found a karkun not above putting down a dead man for wages, whilst living men from his gang were absent from work, and that I found another happily oblivious as to whether roll-call was responded to or not, it seems not ungenerous to suggest, although I have no evidence of such a course being pursued, that a little *dastoori* to the karkun would be just as likely to procure promotion from D class to A class as an expenditure of force on a manifestly insufficient wage. Evidence gathered in this manner is palpably inapplicable in such a discussion, albeit that I also ascertained that Surgeon-Captain Standage's testimony was subsequently fortified by Mr. Higham causing the karkuns to be assembled, and putting them the same question. It need not be said an universal assent to the suggestion that the D wage was sufficient for men to improve on so as to proceed to work on the C class, was duly given; nothing but "apka khooshi" could be expected from this ignorant class of men. It does not seem to have occurred to Mr. Higham to ask that Surgeon-Captain Standage's instances should be produced and their history be enquired into. But, obviously, the proper and the quickest way for ascertaining the truth of the question of the sufficiency of the C and D rations is to observe a dozen prisoners on labour in jail, where it could be ascertained that they had nothing but the C or D ration to eat, and performed a definite task daily. This simple test is available to the Government of India.

Whilst on the subject of this communication from the Government of India, I would refer to another point that was embraced in the conclusions it deduced from the Bombay evidence. It held that there was "overwhelming" evidence both that the rations were sufficient, and that they allowed a margin. Now, from what I ascertained, it would not seem that the method of enquiry that should be pursued as to the latter point had been laid down, as I found that one officer, who had submitted a report on the subject, had made no allowance in his calculations for wastage in converting a

The question
are quite
different
877

portion of the staple grain into flour, and that he had assigned such and such a number of pies for vegetables and condiments, without ascertaining what *weight* of the articles could be so procured. I need not say such a method of enquiry is also useless. To secure uniformity of results the Government of India should have laid down a definite method of enquiry and have collated these, and not have been satisfied with reports dealing essentially with details, which it describes as giving opinions "without entering into details." The question of this "margin" over the wage, however, I will lay aside at present and will discuss it again in paragraph 18.

(3) Now, is it possible to reconcile these views? Is it possible that when the Government of India points to results found in practice in Bombay, and Mr. Higham in Bombay and Bundelkhand, and Surgeon Captain Standage at Barsi Road, that these various views are correct, and, yet, the statements made by me on which the Government of Madras acted condemning the C and D ration, are correct also? I believe that this apparently paradoxical conclusion is literally true as the matter stands, and that the explanation lies in the far-reaching effects of the different wordings of the codes above referred to.

(4) In the Bombay-Deccan, the result of acting in the spirit of the requirements of the Bombay Code is to greatly increase the cash given and the nutritive value of the rations obtained by workers, beyond what can fall to the lot of those in the Madras-Deccan. The "staple grain" is held to be white cholum; its quality not being defined in the Code, a superior quality is naturally selected as the basis for fixing the wage. Now, in a locality where white cholum of the best, or nearly best, quality, may be scantily available, there may be plenty of red or yellow cholum, or ragi, at much cheaper prices. For example, I found that at Sholapur and Ahmednuggar, red and yellow cholum were available, and, at Bijapur, ragi. This taking of the best quality of the staple grain for fixing famine wages not only represents the obtaining of better rations than is really intended, and therefore ensures misleading results in attempting to gauge the efficiency of rations as laid down by Government and as actually used in different provinces, but if, as I believe, this system be adopted over a large area, it must have the effect of making it appear in reports to the Government of India that distress is greater than it really is, because the price as fixed does not express the degree of scarcity of a sound grain, but the extent to which grain of a certain high quality is available. Thus, when I inspected Kurnool town (24th July) just before leaving for Bombay, I found yellow cholum selling at lb. 17.1 per rupee. From the 5th July to the 3rd August, on the latter of which dates I inspected Sholapur town, the local official rate for cholum had not varied; it was fixed during the whole of that period at lb. 14 per rupee, although enquiries made of merchants showed that fluctuation had occurred in the market rates. Now, this official rate of lb. 14 per rupee represented the price of the best white cholum. Yet, there was plenty of yellow cholum available in the market at lb. 20.99 per rupee. Consequently, although official prices would lead to the belief that grain was dearer at Sholapur than at Kurnool, the fact was that the staple in actual use by the people at Kurnool was dearer by lb. 3.9 in Kurnool than Sholapur. I make use of the term in "actual use" advisedly. It might be held that in the Bombay-Deccan districts during the famine, the people have actually used the staple of superior quality thus selected for them. As far, however, as my admittedly short tour of inspection would enable me to judge, this was not the case. At Savalvihi, it was found that the famine workers were eating wheat, yellow and red cholum and cumboo; at Bijapur, in no case inspected was cholum used; the majority employed ragi, and, in a few instances, horsegram and red dhal; at Telgi, yellow cholum was employed in nearly all cases; at Kaparwadi, red and yellow cholum, horsegram, dhal, white cholum and, in a few cases, rice were employed. I propose, therefore, to show that if in these places the wages were based upon the price of the first-sort cholum, as it was in fact found to be in certain places, or a near approach to the best sort of white cholum, as found in others, that there resulted a large margin in money to the profit of the worker that was never contemplated by the Government of India, and that by this means the people were able to obtain more nourishment than the Famine Codes allow. In short, the workers in the Bombay-Deccan did not live upon the rations prescribed by the Government of India, but were enabled by their wages being based upon a high quality of the staple grain in use in ordinary times, but not "in use at the time of payment," to secure a much higher

proportion of nourishment, and this without taking into account certain extra payments to which I shall afterwards allude. *It is, therefore, idle to appeal to results obtained in Bombay, for proof that the rations held to be defective in Madras, were in reality sufficient for the Madras worker.*

(5) In the following tables will be found ample evidence of the fact that if the Bombay famine worker chose to eat sound but second-sort white cholum, and, still more, if he elected to use red or yellow cholum or ragi, that he possessed money sufficient to procure himself a far better ration than contemplated by his classification as an A, B, C or D worker, as the case might be. For example, at Barsi Road (*vide* table E) a worker on the D wage could obtain from 2 pies to 7.8 pies over and above his wage, according as he chose to use the best white cholum, or ragi; or, in other words, he could obtain food ranging in quantity from the C to the A ration, at his choice.

(6) There is, therefore, no reason to doubt the accuracy of the facts quoted by Mr. Higham, or by Surgeon-Captain Standage [*vide* paragraph 10 (2) *ante*]. Under the circumstances, improvement from the D to the A wage could doubtless occur: the explanation of that possibility is, however, not to be found in the sufficiency of the rations as laid down in the famine codes.

(7) If, further, it be remembered that under the system a surplus above the wages held to be sufficient by the Government of India has passed into the hands of many thousands of workers daily, it is calculable that an enormous sum of money has been paid over and above the supposed requirements of the famine-stricken population, and that there is no room for surprise that no voice in the Bombay Presidency was raised to protest against the use of the C and D ration, for the simple reason that they were never in reality used. This result, I need not add emphatically, is due not to any connivance by the Bombay authorities, but directly to the influence of the wording of the code in use in that Presidency, which has, as a matter of course, been honestly adhered to. In the following tables illustrating my contention, I have taken care, in each instance, to show how the prices of grain in the market and the official rates were arrived at:—

D.

STATEMENT showing the rations obtainable by each worker on Dodd Road Camp and the channel irrigation work (six and three miles, respectively, from Sholapur) at Sholapur bazaar prices, as well as the surplus in grain and money obtainable by each on the 5th August 1897, when the official rate of grain on the 2nd was 14 lb. per rupee (*vide* letter No. 4458-D., dated 18th August 1897, from the Collector of Sholapur).

Species of grain.	A class, 2-625 lb. (= As. 3).			B class, 2-375 lb. (= As. 2-9).			C class, 2 lb. (= As. 2-3).			D class, 1-75 lb. (= As. 2).		
	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.
Best white cholam	LB. 3-08	LB. 0-455	AS. P. 0 5-3	LB. 2-823	LB. 0-448	AS. P. 0 5-2	LB. 2-31	LB. 0-31	AS. P. 0 3-6	LB. 2-053	LB. 0-303	PS. 3-5
Sound white cholam	3-351	0-626	0 6-9	2-98	0-605	0 6-7	2-438	0-438	0 4-9	2-167	0-417	4-6
Yellow cholam	3-935	1-31	1 0	3-607	1-232	0 11-3	2-951	0-951	0 8-7	2-623	0-873	8
Ragi	4-962	2-337	1 5	4-548	2-173	1 3-8	3-721	1-721	1 0-6	3-308	1-558	11-3

NOTE.—Taking one country seer of cholam to weigh 146 tolas, the prices of these several articles of food as ascertained personally in the market were—

Best white cholam = 4½ seers per rupee. Yellow cholam = 5½ seers per rupee. Sound " " = 4½ " " Ragi = 7½ " "

PRICE REGISTER showing record of retail prices, bi-weekly, at Sholapur for the month beginning on 21st June 1897 and ending 20th July 1897 as reported by the Mamlatdar.

Articles.	Seers per rupee in local seers (measure or weight).						Equivalent in tolas by Jantri of one local seer measure or number of tolas in local weight seer.	Equivalent in tolas of number of seers (local) shown in column 10.	Price per maund (3,200 tolas) 1 Indian maund of 40 seers of 86 tolas.
	23rd June.	26th June.	Last day of calendar month, i.e., 30th June.	3rd July.	7th July.	11th July.	15th July.	20th July.	
1. Jawari ..	5-8	5-8	5	4-4	4-12	4-12	4-8	4-4	688
23rd July.	4-8	4-12	4-8	4-8					RS. A. P. 4 10 5

* The correct weight equivalent is 146 tolas as ascertained locally and since by special reference.—W. G. K.

E.

STATEMENT showing the rations obtainable by each worker on Barsi Road as well as the surplus in grain and money obtainable by each when the official rate of grain on the 5th August was 13 lb. per rupee—(*vide* letter No. 4458-D., dated 18th August 1897, from the Collector of Sholapur).

Species of grain.	A class, 2-625 lb. (= As. 3-3).			B class, 2-375 lb. (= As. 2-11).			C class, 2 lb. (= As. 2-6).			D class, 1-75 lb. (= As. 2-2).		
	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.
White jawari, first sort..	LB. 2-844	LB. 0-219	PS. 3	LB. 2-552	LB. 0-158	PS. 2-4	LB. 2-115	LB. 0-115	PS. 1-6	LB. 1-896	LB. 0-145	PS. 2
second sort ..	3-199	0-574	7	2-871	0-436	6	2-379	0-379	4-6	2-133	0-383	4-7
Lal or yellow jawari ..	3-555	0-93	10-2	3-19	0-815	9	2-643	0-643	7-1	2-37	0-62	6-8
Ragi ..	3-758	1-133	11-8	3-372	0-997	10-4	2-794	0-794	8-2	2-505	0-755	7-8

NOTE.—The prices of these several articles of food as ascertained on inquiry in the market by my personal assistant were—

White jawari, first sort = 14 lb. per rupee. Lal or yellow jawari = 17½ lb. per rupee. " " second " = 15½ " " Ragi = 18½ " "

F.

STATEMENT showing the rations obtainable by each worker on the Kaparwadi work in Ahmednagar Taluk at Ahmednagar bazaar (distant three miles from the work), prices, as well as the surplus in grain and money obtainable by each when the official rate of grain on the 7th August was 15-375 lb. per rupee (*vide* Sub-Engineer's Memorandum with Form No. 15 for week ending 7th August 1897).

Species of grain.	A class, 2-625 lb. (= As. 2-10).			B class, 2-375 lb. (= As. 2-6).			C class, 2 lb. (= As. 2-1).			D class, 1-75 lb. (= As. 1-10).		
	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.
Best white cholam	LB. 1-88	LB. (-0-745)	AS. P. (-1 1-5)	LB. 1-659	LB. (-0-716)	AS. P. (-1 1)	LB. 1-382	LB. (-0-618)	PS. (-11-2)	LB. 1-216	LB. (-0-534)	PS. (-9-7)
Wheat ..	2-241	(-0-384)	(-5-8)	1-978	(-0-379)	(-6)	1-648	(-0-352)	(-5-3)	1-45	(-0-3)	(-4-5)
Red jawari ..	3-486	0-861	8-4	3-076	0-701	6-8	2-553	0-563	5-5	2-256	0-506	4-9
Yellow jawari ..	3-237	0-612	6-4	2-856	0-481	5-1	2-38	0-38	4	2-095	0-345	3-6

NOTE.—The prices of these several articles of food as ascertained on personal enquiry in the market were—

2 lb. 2½ oz. of best white cholam = As. 3-3.
4½ seers (1 seer = 2 lb. 13 oz.) of wheat = Re. 1.
7 seers (1 seer = 2 lb. 13 oz.) of red jawari = Re. 1.
6½ seers (1 seer = 2 lb. 13 oz.) of yellow jawari = Re. 1.

G.

STATEMENT showing the rations obtainable by each worker in Bijapur as well as the surplus in grain and money obtainable by each when the official rate of grain on the 10th August was 17-875 lb. per rupee, being the mean of the rates (fixed by the Overseer in charge of the work after receipt of statements of rates from the Mamlatdar) obtained in the Charitable Fund shop and in the market.

Species of grain.	A class, 2-625 lb. (= As. 2-5).			B class, 2-375 lb. (= As. 2-2).			C class, 2 lb. (= As. 1-10).			D class, 1-75 lb. (= As. 1-7).		
	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.
Best white cholam *	Lb. 3-172	Lb. 0-547	Rs. 5	Lb. 2-844	Lb. 0-469	Rs. 4-3	Lb. 2-106	Lb. 0-406	Rs. 3-7	Lb. 1-678	Lb. 0-328	Rs. 3
Yellow cholam, first sort	2-511	(-0-114)	(-1-3)	2-251	(-0-124)	(-1-4)	1-905	(-0-095)	(-1-1)	1-645	(-0-105)	(-1-2)
Yellow cholam, second sort	2-775	0-15	1-6	2-488	0-113	1-2	2-105	0-105	1-1	1-818	0-068	0-7
Ragi " "	3-568	0-943	7-7	3-199	0-824	6-7	2-707	0-707	5-7	2-338	0-588	4-8

* The Charitable Fund shop is purposely opened on the rest-day of the week, so as to enable the relief workers to take the best grain from the shop at the cheapest price, viz., 21 lb. per rupee. Hence the market-rate for that grain is taken at 21 lb. per rupee in the calculations made.

NOTE.—The prices of these several articles of food as ascertained on personal enquiry in the open market were:—

Best white cholam 4½ seers of 3½ lb. = 1 rupee.

Yellow cholam 4½ seers of 3½ lb. = 1 rupee.

" " second sort 5½ seers of 3½ lb. = 1 rupee.

Ragi " " 6½ seers of 3½ lb. per rupee.

H.

STATEMENT showing the rations obtainable by each worker in Gudankeri village, as well as the surplus in grain and money obtainable by each, when the official rate of grain on the 12th August was 16 lb. per rupee.

Species of grain.	A class, 2-625 lb. (= As. 2-8).			B class, 2-375 lb. (= As. 2-5).			C class, 2 lb. (= As. 2).			D class, 1-75 lb. (= As. 1-9).		
	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.
Jowari, second sort	Lb. 3	Lb. 0-375	As. P. 4	Lb. 2-719	Lb. 0-344	Rs. 3-7	Lb. 2-25	Lb. 0-25	Rs. 2-7	Lb. 1-969	Lb. 0-219	Rs. 2-3
Ragi, first sort	4-167	1-542	11-84	3-776	1-401	10-76	3-125	1-125	8-64	2-734	0-984	7-56
" " second sort	4-353	1-708	1-0-62	3-927	1-552	11-46	3-25	1-25	9-23	2-844	1-094	8-08

NOTE.—The price as ascertained in the market on personal enquiry in presence of the Mamlatdar was—jowari, second sort = 18 lb. per rupee; and that of ragi, as per letter from the Mamlatdar of Bagalkota, No. 55 of 1897, was—ragi, first sort, 25 lb. per rupee, ragi, second sort, 26 lb. per rupee.

I.

STATEMENT showing the rations obtainable by each worker at Bagalkot, Bijapur district as well as the surplus in grain and money obtainable by each, when the official rate of grain was 16 per rupee on the 12th August 1897.

Species of grain.	A class, 2-625 lb. = As. 2-8.			B class, 2-375 lb. = As. 2-5.			C class, 2 lb. = As. 2.			D class, 1-75 lb. = As. 1-9.		
	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable according to market rate.	Surplus quantity of grain.	Surplus amount of money received.
Best white cholam	Lb. 2-5	Lb. 0-125	A. P. 1-6	Lb. 2-27	Lb. 0-105	Rs. 1-26	Lb. 1-875	Lb. 0-125	Rs. 1-6	Lb. 1-64	Lb. 0-11	Rs. 1-42
Sound "	3-33	6-708	6-8	3-02	0-645	6-132	2-5	0-5	4-3	2-19	0-44	4-22
Yellow cholam	3-0	0-375	4-0	2-72	0-345	3-48	2-25	0-25	2-66	1-97	0-22	2-35
Ragi " "	4-333	1-708	1 0-612	3-93	1-555	11-484	3-25	1-25	9-23	2-84	1-09	8-05

NOTE.—The price of grains, as ascertained in the market on personal enquiry, in the presence of the Mamlatdar and Mr. Fage, the Assistant Collector, was as follows:—

Best white cholam	..	..	..	..	..	..	..	..	..	..	..	..
Sound "	..	..	..	..	..	..	..	..	..	..	..	..
Yellow cholam	..	..	..	..	..	..	..	..	..	..	..	..
" ragi	..	..	..	..	..	..	..	..	..	..	..	..

15 per rupee.

16 "

18 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

26 "

An instance of the use of the C wage upon a relief work.

11. The question of enforcing tasks upon the C wage is of importance. At Kaparwadi the results of the attempt are I think shown in a peculiarly plain manner in the condition of workers as estimated by me (Section VIII* (6)). The circumstances which exercise influence in determining the nutriment really available are alluded to in Section I, paragraphs 15, 16, 19, 20, 21, 37, 38. It is evident that such advantage as was to be derived from receipt of allowances for non-working children had been reaped for the major part of the famine period. Up to within a few weeks of my visit, the discipline on the works must have been very lax (Section I, paragraph 36) so that no inconsiderable number of men must have added to their daily wages by labouring elsewhere when professedly on the gangs. This factor to my mind accounts for the very mixed character of the population found, presuming they have all been together for a long period. In a large number of cases the men are in excellent condition, but the state of the population generally and of the women in particular ought, I think, to teach conclusively the lesson, irrespective of what was ascertained in Madras during the first stage of the famine, that the C wage is, as I have claimed, unsuitable for workers from whom tasked labour is expected. This I state remembering the incidence of fining and remembering also, on the other hand, the degree to which, so far as my inspection would allow me to judge, the tasking is conducted on ambiguous principles (Section VI, paragraphs 24, 26, 27, 28). Probably no more convincing proof of the failure of the C wage—the moment an attempt was made to obtain discipline in the camp and to see that workers did not earn wages outside—could be imagined than testified to by the Collector's order (paragraph 33, Section I, page 50). It has been found necessary to make arrangements for the feeding, at the cost of the Charitable Fund, of workers to whom it is supposed Government is supplying a sufficiency of diet. No such order has been issued in Sholapur, where the appropriate wages indicated in paragraph 33, page 29, are used.

12. In this instance, I do not lay much stress upon the better price available as shown in the preceding table F, page 11, when compared with the official rate, as it was found that prices at the camp itself were considerably higher than in the town; but as the town is but three miles distant and a rest day is allowed, there is no reason why the workers should not profit in the difference thus exhibited.

An instance of the use of the D wage for tasked labour on a Relief Work.

13. The Savalvihiir works were recommended to me as affording a typical instance of the use of the D wage for tasked labour. A very little reflection as to the circumstances surrounding its use (*vide* Section I, Savalvihiir) here will, however, show that no case for the D wage can be established by this example:—

(1) Camping on the spot is voluntary, and there is the statement of the Assistant Collector that he considered the condition of the surrounding villages was such as to warrant the belief that the wage was supplemented.

(2) The physical condition of workers was such as to convince me that, as a body, the men would rival the condition of the ordinary sepoys.

(3) Notwithstanding this undoubtedly fine condition, they do not fulfil even the D task which is only 37.5 of the A class according to present rules in the Ahmednagar district, and but 30 per cent. of a full A task in the Sholapur district for metal breaking. What they really fulfil is 0.09 part of the Sholapur task of 10 cubic feet and .113 of the Ahmednagar task of 8 cubic feet, although they are invited to do more with the tempting offer of 3 pies for every cubic foot over and above the allotted task. Put in another way, the standard task for working children (minimum class) being 1 cubic foot, these men fulfil but .99 cubic feet. I attach a photograph of the gang of men in the worst physical condition I could find. In short, a clearer case of not caring to do more than a nominal task could not be imagined, if the cases of about a dozen emaciated children (photograph enclosed) on the whole work be excluded from this statement.

* "Sections" quoted refer to Inspection Notes—*vide* pages 45 to 97.

(4) Even if the fining be correctly effected, the maximum cannot exceed As. 2 per week from a total male adult wage of As. 12-10, or a reduction of 15.58 per cent. This fining is not extended to the old or emaciated. How far fining is carried out in practice could not be ascertained on the spot (paragraph 60, Section VI).

(5) Up to the middle of March, the wages were reckoned on the price of wheat. If the workers really ate wheat, they were in just as good position as regards nutrition as the Madrassie living on ragi is when on the A wage, as shown by the following:—

STATEMENT showing the nutritive value of the several rations afforded on relief works when wheat, jowari and ragi are respectively taken as the grains employed.

Name of diet.	When wheat is the grain used.				When jowari is the grain used.				When ragi is the grain used.			
	Albumi-noids.	Starch.	Oil.	Starch equivalent.	Albumi-noids.	Starch.	Oil.	Starch equivalent.	Albumi-noids.	Starch.	Oil.	Starch equivalent.
A diet, 24 oz.	4.15	18.91	1.377	22.077	3.142	19.846	1.569	23.455	2.662	20.062	1.449	23.395
B " 21 7 oz.	3.749	17.087	1.241	19.942	2.837	17.933	1.415	21.188	2.403	18.128	1.307	21.135
C " 18 3 " "	3.165	14.42	1.088	16.923	2.396	15.134	1.234	17.974	2.030	15.299	1.143	17.928
D " 16 " "	2.615	12.191	0.967	13.495	1.943	12.815	0.695	14.413	1.623	12.959	0.615	14.373

The substitution since that period of the price of jowari (cholum) has been further to the advantage of the worker, as jowari (first sort), on which the wage is reckoned, is dearer than wheat, 13 maunds of wheat (second sort) being obtainable to 12 of jowari as stated by the Mamlatdar, Kopergaon; hence, if the worker does not eat wheat, he does so, because he prefers jowari (*vide* Section I, paragraph 52).

If then the wages be accepted on this basis, the actual ration obtainable is shown below:—

STATEMENT showing the rations obtainable by workers in Savalvihiir, as well as the surplus in grain and money obtainable by each when the official rate of grain on the 9th August was 15 lb. per rupee.

Species of grain.	A class, 2.625 lb. (= As. 2-10).			B class, 2.375 lb. (= As. 2-6).		
	Amount of grain obtainable in the market.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable in the market.	Surplus quantity of grain.	Surplus amount of money received.
1	2	3	4	5	6	7
	LB.	LB.	P.	LB.	LB.	P.
Wheat	2.878	0.253	2.99	2.539	0.164	1.94

Species of grain.	C class, 2 lb. (= As. 2-1).			D class, 1.75 lb. (= As. 1-10).		
	Amount of grain obtainable in the market.	Surplus quantity of grain.	Surplus amount of money received.	Amount of grain obtainable in the market.	Surplus quantity of grain.	Surplus amount of money received.
	8	9	10	11	12	13
	LB.	LB.	P.	LB.	LB.	P.
Wheat	2.116	0.116	1.37	1.862	0.112	1.32

The above proves that cash over and above the intended ration is obtainable, if second-sort wheat is used instead of jowari. The following statement shows that the nutriment obtainable, granting the adult man spent the extra money in grain, is above that obtainable by the recipient of the A wage if compelled to eat ragi:—

STATEMENT showing the nutritive value of the wheat ration obtainable by each worker in Saval-vihir receiving the D wage, when wheat has been found to sell cheaper than jowari by one-twelfth of its value.

	Albuminoids.	Starch.	Oil.	Starch equivalents.
16 oz. wheat + $\frac{1}{2}$ 16 oz. ..	oz. 2.340	oz. 11.854	oz. 0.208	oz. 12.332
2 oz. of dal	0.446	1.218	0.042	1.315
0.33 oz. of Salt.	..	..	..	..
0.33 oz. of Oil.	..	..	0.33	0.759
0.5 oz. of Condiments and vegetables	0.009	0.029	0.003	0.035
Total	2.795	13.101	0.583	14.441

(6) The workers are not all in the D class. In the same camp, excluding gangers and kitchens staffs and nursing mothers—all of whom receive extra wages and therefore may share them with their families and thus produce a higher average than the facts now stated would allow—there are the following numbers engaged in quarrying and making into suitable chips the stone for the metal breakers :—

A class males	...	...	...	...	289
A „ females	...	...	...	...	7
B „ males	...	...	...	...	176
D „ „	...	...	...	...	943
D „ females	...	...	...	...	2,000

The average adult wage therefore becomes As. 2-0-3 p. against As. 1-11 p. the mean for the male and female adult of the D class at lb. 14 grain per rupee. In saying this, it must be remembered that I do not propound so dangerous a doctrine that an average wage represents the nutriment reaching the individual; I merely quote these facts as modifying certain possible preconceived opinions as to the D wage being used here in its entirety. Further, it must be remembered that probably up to April at least, all non-working children were paid in cash, and that up to date infants without teeth to receive 6 oz. of cholum-cake, which is taken by the mother at once from the kitchen, as feeding this class of infants on the spot is not required.

(7) If workers really do fall off notwithstanding these advantages on the D wage, they are secured from any headlong process in deterioration by the order that they are to be fed in the kitchen, and receive their wages besides, if such condition is ascertained. If they arrive badly off, they are started in their camp life by a liberal allowance of grain from the Charitable Fund, or by money doles of from Rs. 1-8-0 to Rs. 3 per adult, and from As. 8 to Re. 1 per child.

(8) As my inspection of these workers showed they were in admirable condition—not even a scorbutic taint being found, for vegetables were cheap—the only way to ascertain how far persons had lived upon the D wage was to obtain instances of those who had joined the work in such a state of poverty from distant places that there could be no doubt on the subject. Hence it seemed to me the best cases for observation would be the neglected class of weavers coming from long distances. Even here, however, I found that philanthropic action with the aid of the Charitable Fund obscured any result that might have obtained; such as I examined obviously not having lived on the D wage for the time they were in camp. The following are groups of all available instances examined, with remarks, as to their condition under the influence of this aid in addition to D wages received :—

WEAVERS.

Group No. I.

Family of three consisting of man, wife and mother: 12 days on the works.

Man—thin. Woman—thin. Mother—emaciated.

Twelve seers grain given on admission.

equal to Rs 3

Group No. II.

Family composed of man, woman and child.
Man—good. Woman—good. Child—good.

Mother (woman) goes to kitchen with child under two.

The group worked for eleven days but were kept free for a fortnight previously. They got Rs. 1-8-0 each adult and As. 8 for child from Charitable Fund.

Group No. III.

Consisting of—

1 man—good.
1 woman—good with infant without teeth (extra ration).
1 woman with emaciated child supported in kitchen.

Have worked for a fortnight. Each adult got Rs. 1-8-0 and children As. 8 each on admission from the Charitable Fund.

Group No. IV.

Family of seven members.

1 man—good. 2 children under 5 years—
1 woman—good. good—in kitchen.
1 child 8 years—thin. 1 infant without teeth—good.
1 child 11 years—good. 1 infant with teeth—good.

This group got 3 pyles (1 pyle = 4 seers) of grain on admission.

Group No. V.

Consisted of—

1 man—good. 1 man—thin.
1 woman—thin. 1 working boy—emaciated.
1 working girl—thin.

Three adults got Rs. 1-8-0 each. The working boy and girl got As. 8 each from the Charitable Fund.

Group No. VI.

1 man—good. 6 women—good.
1 working boy—thin. 1 child in kitchen.

This group formed one family, all living together. The grandfather (the one man) was on A wage without work for the last three weeks, i.e., since admission, but for one week has got nothing. Seven persons (six women and one working boy) got Rs. 1-8-0 each and the child As. 8 from the Charitable Fund on admission.

14. On the whole, I see no reason to believe that what can be rightly called tasked labour is fulfilled by workers at Savalvihar, and they certainly do not fulfil such labour as they do attempt on the D wage but on a ration better than the A wage in a rag-eating district. I feel convinced that any case where it may be held that the D wage is used for relief workers without evil, must equally be susceptible of explanation if the trouble be taken to study the concomitant details.

THE D OR MINIMUM RATION IN KITCHENS.

15. A consideration of the use of this diet in kitchens may be of utility, as the Madras Government, under instructions from the Government of India, under the impression that it is anomalous that persons in receipt of gratuitous relief should receive more nutrition than those classed as relief-workers, has abolished the dole as per section 122 of the Madras Famine Code and has instituted the D ration for kitchens and for gratuitous relief—G.O., No. 616, Revenue, dated 24th July 1897. It is true that the Madras dole ration does afford more nutriment than the D ration, but its use for kitchens was certainly not anomalous, if it be remembered that the object for which this ration was instituted is prevention of further deterioration of persons already so reduced by want as to be incapable of work. It was therefore an economical ration. The conclusion that it was extravagant was obviously based on the

17. It will be seen here that the issue of $1\frac{3}{4}$ lb. of grain, as the new dole, in lieu of flour, plus the "other items", really costs more than the old Madras dole. This is a practical illustration of my contention in paragraph 20 (f) of my memorandum dated 27th January on wages and rations before alluded to (G.O., No. 295, Revenue, dated 4th May 1897):—

"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-workers."

18. At the time I wrote the above, the practical illustration I gave of the futility of the method of calculating wages and rations was the inability of the worker to obtain the full ration supposed; but the above is a further demonstration of "other items" and grain not necessarily following each other in price—this time to the disadvantage of Government. It is probable that the ingenuity which evolved this mode of calculation has, since distress deepened so as to bring about a marked divergence between prices, caused a loss of some lakhs of rupees to the Government of India, whilst it has effectually obscured the question of the influence of the wages and rations prescribed by it; for it follows that the surplus money available would secure more nutriment than the rations laid down. At any rate the "ample margin" can exist only under the influence of advanced distress or in the presence of conditions unusual as to prices of "other items" in this Presidency, and consequently this loose method of calculation is neither fair to the Government nor the people. What the worker requires is not a ration as complicated in its fluctuations as the depreciated rupee, but a standard that he can rely upon. I enter into this aspect of the matter, as I have found it is erroneously held that I contend that under no conditions could the "ample margin" stated to exist by the Government of India be enjoyed by the worker.

19. The Madras Government has not followed up its order, issued under instructions by the Supreme Government, as to the D ration dole, (G.O., No. 616, Revenue, dated 24th July 1897), with the provision made in the Bombay Famine Code, when dealing with children of between 7 and 12 years of age. In Madras, although the Code allows from $\frac{1}{4}$ to $\frac{3}{4}$, the custom is to give children from $\frac{1}{4}$ to $\frac{1}{2}$ the adult ration in kitchens. The Code mentioned, however, lays down a wise provision to the effect that, whilst the total flour given to the adult is to be diminished for these children by $\frac{1}{4}$, the "other items" are not to be diminished. The difference is not covered by the direction at the side of Section 120, Madras Famine Code. As the "other items" include dal and oil, the importance of this provision cannot be over-estimated.

20. As it is fair to presume that the Madras Government would not wish to place the workers in a position disadvantageous when compared with those of other provinces, it is desirable it be ascertained what the introduction of the D ration means, if this equitable arrangement (paragraph 19) be not neglected:—

	Nutritive value.	Money value.
Cost of child's ration from 7 to 12 years of age (Bombay), D ration.	Albuminoids, 1.571 oz. Starch equivalent, 11.337 oz.	As. 1-2-093 (17.1 lb. per rupee jowari).
Cost of half the Madras dole (per child of 7 to 12 years.)	Albuminoids, 1.069 oz. Starch equivalent, 7.613 oz.	9.267 pies (17.1 lb. per rupee jowari).

21. Accepting the several statements made above, the effect of the introduction of the D ration, in lieu of the dole formerly used in Madras, must be to undesirably diminish nutriment available in poor-houses and kitchens for adults, to save on cooked rations (1) Rs. 5-10-5 per 1,000, to increase for children from 7 to 12 years of age the nourishment available and the cost by (2) Rs. 25-2-2 per 1,000, and to increase the cost of the dole issued in grain by (3) Rs. 5-12-11 per 1,000, excluding a proportionate increase of cost on account of children from 7 to 12 years of age.* As kitchen-feeding is but a small part of the system of gratuitous relief, the economy expected is not very apparent.

* (1)=(d)-(a) on page 19.

(2)=(e)-(c) on page 19.

(3)=(b)-(d) on page 19.

22. Of course, it is always possible to show that economy has been effected if matters are carried out in the manner pursued by the Collector of Bellary. This officer fails to give even the poor requirements of the Code to the extent of allowing no oil in the ration, allows a far too scanty margin for wastage of grain in lieu of issue of ready ground flour, and gives no vegetables; and as to this latter item, I do not think he could give them were he desirous of doing so, having regard to the microscopical allowance of the Code. Such efforts at economy are not desirable in dealing with a famine-stricken people, and are not in accordance with the requirements of the Code.

The D ration in the kitchen and poor-house.

23. Whatever the opinion may be as to the sufficiency of the D ration for tasked labour in the Bombay-Deccan, certainly in practice there is exhibited no trust in it to fulfil even the function of a subsistence diet (paragraphs 16, 20, 21, 26, 28, 41, 55, 59, 70, 81, 82, 83, Section I). When work is required in kitchens or hospitals, an addition to the food is made either by direct increase of the D ration, or by allowing money (*vide* paragraphs 19, 27, 80, 83, 95, Section I, and paragraphs 1 (a), (b); 2 (a), (b); 4 (a), (b); 5 (a), (b); 6 (a), 7 (a), (b), (c); 8 (a), (b), Section III). When recovery from weakness is the object, not mere medical comforts or luxuries, but either extra food or extra money from the Charitable Fund are deemed necessary. Up to the 12th July, in Bijapur, the opinion formed of the D ration in kitchens was so poor that it was considered requisite to give to each male adult 10 oz. of rice and each child 6 oz. rice, as an addition to Government ration from the Charitable Funds. This arrangement was stopped not by the District authorities in contact with the people coming to the conclusion that they were being overfed, but by special orders of the Bombay Government; at the same time that Government has recognised the absence of any margin for recovery of lost strength, by permitting the regular issue of this extra amount for those classed as "weakly" not by a medical officer, but by Special Civil officers. In Kopergaun, it is held requisite to double the ration by an equal allowance from the Charitable Fund. In the Nagpore poor-house, children are allowed an extra ration of 3 oz. from the same source.

24. The very few enquiries possible (paragraphs 12, 25, 67, Section I) pointed to excess of flour over requirements of the Code being used in kitchens, irrespective of the saving that might be feasible having regard to the varying amounts really necessary for children under seven. The provision for no diminution of the "other items" for age or sex except for those under seven, offers in Bombay kitchens (Bombay Famine Code, Section 107) a decided advantage as to condiments and vegetables when compared with Madras arrangements—the necessity for the free use of onions at least being recognised (paragraph 12 (b) and paragraphs 41 and 80, Section I).

Results of conditions under which the Famine wages are earned on the Physical State of the people.

25. The influence of enhanced wages following the calculation of the wages on the price of grain of a high quality, has been in part responsible for the maintenance of the people of Sholapur and Bijapur districts in a condition better, in my judgment, than is found in the Madras-Deccan. In the case of weavers on the C wage in the neighbourhood of Sholapur town, their general condition is found stated in section VIII (2). The influence of this wage, even under the favourable circumstances detailed in the above paragraphs is sufficiently marked, notwithstanding very light tasking. As to other gangs examined having the average wages described in Doddi camp and Barsi Road, it is found that their physical condition does not leave much to be desired; although the result of living on scanty diet is sufficiently marked in the number classed as "thin," and the effect of ignoring requirements as to vegetable diet in the famine ration by the appearance of scurvy in a certain proportion. The condition of gangs at Doddi camp was estimated by myself in the presence of the Hospital Assistant in charge, but the return for the Barsi Road was kindly estimated for me by Surgeon-Captain Standage. I consider his testimony as to the existence of scorbutic gums of peculiar value, as he happens to have had large experience in severe cases of land scurvy amongst sepoys in Aden (*vide* section VIII (4)).

In the district of Ahmednagar, however, the system adopted differs from that found in either Bijapur or Sholapur. There economy is aimed at at the expense of the worker, and adherence to the Code classification for wages, according to former occupation of workers, is abandoned. With the object of securing economy, the wages of workers are fixed with greater frequency upon the lower classes C and D than A and B, the proportion per mille of total workers being—

		Sholapur.	Ahmednagar.	
A class	...	Males ... 38.9	11.8	
	...	Females... 34.1	16.2	
B class	...	Males ... 229.3	12.1	
	...	Females... 338.5	16.6	
C class	...	Males ... 65.0	232.2	
	...	Females... 52.8	318.8	
D class (not tasked)	...	Males ... 1.6	72.7	Majority probably tasked.
	...	Females... 10.0	99.8	
Working children	...	229.8	219.8	

26. The following extract from a report (G.R. No. 1154-Famine, dated 7th May 1897—Bombay) by the Survey Commissioner and Director of Land Records certainly does not favour the view that the economy attempted in the Ahmednagar district by use of the C and D wage to an unusual extent, has been a safe procedure so far as the worker is concerned:—

“Paragraph 8.—The condition of the people on the works was certainly less satisfactory here than in any other place seen by the writer. The works inspected of the Mhaledevi tank were 1,000. On the western portion of the Bari Road both adults and children, extremely spare, approaching even to emaciation were to be seen. Their numbers were not large. But wherever one stood still and a crowd of a few score gathered round, two or three, generally children, could be picked out. The Superintendent Engineer was not less struck than the writer with the reduced condition of these persons

“Some of them had been for a considerable interval on the works But the majority on the works, only a short time, from a fortnight to three weeks. The impression left was that they had been near starved and had not recovered.” [What ever the wage allowed here, it is evident—granting reduction of physique had not proceeded to a despicable extent before admission to works—that there was a want of an ‘ample margin’ on which to recover strength and yet fulfil labour.

(Intld.) W. G. K.]

Conclusions as to famine workers' rations.

27. I regret to say that, with every wish to believe that I have advanced erroneous opinions in my criticisms of famine diets, offered to Government in this office memorandum dated 27th January, embodied in G.O., No. 295, Revenue, dated 4th May 1897, which I have recapitulated above, I have been more thoroughly convinced by my visit to the Bombay-Deccan of their truth. I have advanced nothing but ordinarily accepted facts as to dietetics that are acknowledged in all civilized countries. No person would dream of attempting in the present day to make a bridge on data which Engineering science declares impossible, and substituting therefor data founded on empirical observations; yet, data that are held as equally well established in the science of hygiene have been ignored, when framing diets for famine workers. As I have already stated, the truth of these data has been amply acknowledged for many years past by the Government of India when deciding upon the diet of criminals, as advised by various expert committees. But, as will be seen by the following comparison, even excluding the question of non-provision of vegetables, these have been put aside when dealing with famine workers.

STATEMENT comparing the nutrient value of the rations obtainable on famine relief works and in jails and the value of both with standard scales, the latter being reckoned with regard to the average weight of prisoners in the Ceded districts, namely, 111 lb.*

	Famine relief ration in ragi.		Jail ration in ragi.		Standard scales.			
	Albumi-noids.	Starch equivalent.	Albumi-noids.	Starch equivalent.	Edward Smith.		Playfair.	
					Albumi-noids.	Starch.	Albumi-noids.	Starch.
1	2	3	4	5	6	7	8	9
	oz.	oz.	oz.	oz.	oz.	oz.	oz.	oz.
A, Hard work	2.662	23.355	2.903	22.087	..	..	4.81	19.462
B, Moderate labour	2.403	21.135	2.747	22.602	..	..	4.7	19.462
C, Simple existence	2.030	17.928	2.545	18.915	2.1016	14.245	3.11	17.168
D, Simple existence	1.623	14.373	2.545	18.915	2.1016	14.245	1.85	10.75

	Standard scales—cont.							
	Parkes.			Letheby.		Meinert.		
	Albumi-noids.	Starch.	Starch equivalent.	Albumi-noids.	Starch.	Albumi-noids.	Starch.	Starch equivalent.
	10	11	12	13	14	15	16	17
	oz.	oz.	oz.	oz.	oz.	oz.	oz.	oz.
A, Hard work	..	..	..	4.2994	25.8778	3.8427	11.8295	17.9228
B, Moderate labour	3.3966	10.5524	15.5903	3.3744	21.6376	3.1228	13.2471	16.6807
C, Simple existence	..	..	..	1.9758	14.5114	2.24431	7.9497	9.7785

* It will be observed that the “standards” have been calculated to suit the average male adult weighing 111 lb. In my former communication, I used 108 lb. as the weight. This was gained from statistics of weight in the Lunatic Asylum, Madras, and was purposely selected by me as likely to be a fair average for the Tamil and Telugu races. Statistics furnished by the Inspector-General of Jails have since shown that this estimate was correct, as ascertained by the average of 500 weighments on admission of adult males in each of the following jails:—

	LB.
Tamil—	
Cuddalore, average	106.11
Trichinopoly, average	106.12
Telugu—	
Bellary	110.94
Total average	107.72

As the affected area has been limited to districts where the inhabitants are more allied to Telugus than Tamils, I now adopt the average of 111 lb.

28. If now the experience of other provinces show that it is possible for human beings to be maintained “in health and strength” upon the C and D rations, that experience must be of very great financial value. If the belief that these rations suffice for tasked labourers were given practical effect to by introducing them in jails, or even if the B ration were adopted as a labouring diet, there would result an enormous annual saving under dietary charges for criminals. It is safe to assume that no such order will ever emanate from the Government of India; yet, if its belief were well founded, this certainly is the logical sequel that must be looked for. Indeed, it seems to me that Madras held years ago in its hands irresistible proof of the hopelessness of such assumptions in the loss of $3\frac{1}{4}$ millions of its population, following experimentalizing with the Temple ration at a critical period of the famine of 1877—at a time when scurvy had just begun to appear even according to Sir Richard Temple, as will be seen from the following telegram by him to the Government of India:—

“In Southern India situation changed slightly for worse contrary to previous expectation. Season of trouble approaching. Agricultural and able-bodied classes still sustain themselves, but famine beginning to seize lower classes. Numbers on

gratuitous relief rising. Many come to relief works in reduced state * * *. Those who cannot work becoming badly distressed. In relief gangs able-bodied still healthy, but weaker ones sometimes fall into low condition. A sort of scurvy appearing. Many think reduced wages should be raised. I deprecate raising wages for able-bodied * * *, but have recommended special allowance for all found reduced, also concession Sunday wage * * *."

29. The conditions stated by Sir Richard Temple to have been present prior to his experiment are analogous to those which now exist; as I foretold must sooner or later occur, *scurvy is beginning to make itself felt*.^{*} It required no spirit of prophecy to have foreseen, therefore that, had a prolongation of famine conditions—now happily fast waning—occurred, and had this been accompanied at this critical period by a desire on the part of the Madras Government, in accord with the reiterated belief of the Government of India as to the soundness of its policy as to diets, to economize by reverting to the C wage or experimenting with the D wage, *plus* increase of the already high tasks fulfilled under unfavourable conditions, discreditable mortality would have taken place. In short, the experience of 1877 showed that *there is a critical period in famine administration* marked by "the weaker ones falling into low condition" and "a sort of scurvy appearing," when economy founded upon hastily conceived opinions as to dietetics is absolutely a penny-wise and pound-foolish policy. The enormous drain of money that followed in the endeavour to maintain the lives of the famine-stricken population, subsequent to enforcement by Sir Richard Temple of views inapplicable to the special conditions of this Presidency, ought not to be lightly forgotten. His efforts towards economy proved expensive—both in money and in life.

30. The following, possibly forgotten, record (Extract from page 253 of Digby's Famine Campaign) of a direct experiment on men for whom the margin obtainable from highly-pitched estimates of the cost of grain was no longer to be secured, and for whom no contributions from a Charitable Fund were forthcoming when actual tasked labour brought about failure of strength, may be perused with advantage:—

"A contribution of value on the point dealt with in this section was furnished to the discussion by an article in the *Times of India*, of 13th December 1877, from which the following passages † are taken:—

* * * * *

"Though the Bombay Government could not well venture to put the question to a practical test by adopting the 1 lb. ration, pure and simple, in all the Presidency gaols, and recording averages of death, sickness, and questions as to increase or falling off in weight, working power, and so forth, they are now, in the introduction of a reduced dietary scale, endeavouring to prove that the dietary scale for prisoners, which was dragged into the famine controversy, was excessive, and that Dr. Lyon's views are sounder than Dr. Cornish's outspoken opinions. In Dr. Lyon, our Government undoubtedly has the ablest scientific supporter in this Presidency, but in allowing his delicate theories to be put to a practical test, of which the records are preserved and should be available, they have supplied Dr. Cornish, and those who think with him, most valuable material.

"The experiment, as we said, has only been attempted in a modified manner, and has lasted but six months; yet the results are simply disastrous. The prison yards now contain many of the painful features of the very earliest relief camps. An important minority of the prisoners have still the strange famine look on their faces, or, perhaps, rather they have never been able to lose it, for some of them are famine wallahs sent to prison for stealing grain, &c. They appeal throughout the day, after meals as before, to any passing official for something to eat. They are unable to execute their task properly after a few weeks' trial of the new ration. More than double the average number of patients have to be accommodated in the hospitals, and the death rate has increased to something like five times its ordinary standard. This state of things is openly acknowledged by the officials, who, indeed—gaolers, doctors, and regulation visitors alike—are almost as loud in complaint as the unhappy prisoners themselves.

* Typical cases of scorbutic gums were shown by me to Mr. Higham at the Cuddapah kitchen.—W. G. K.

† I have confirmed the main facts by reference to the file of correspondences in 1878 on the subject, which was courteously placed at my disposal by the Inspector-General of Prisons, Bombay Presidency.—W. G. K.

"The scale previously in force for prisoners sentenced to hard labour was as follows:—

- 24 oz. of their own country grain daily.
- 5 " of meat, including bones, &c., made into a kind of broth on Wednesdays and Saturdays only.
- 5 " dhall five times weekly.
- 1 " linseed-oil daily.
- 8 " vegetables such as pumpkins, vegetables, onions and radishes.
- 6 drams salt.
- 4 " currystuff.

"This was a very different thing from the 1 lb. grain ration of the civil relief works. But even the new scale introduced last July, and still in force as an experiment, can give us nothing more than an idea of the insufficiency of that unfortunate food standard. The new scale for hard labour is:—

- 20 oz. of their own country grain daily.
- 4 " of meat on Wednesdays and Saturdays only.
- 4 " of dhall five times weekly.
- $\frac{1}{4}$ " of linseed-oil daily.
- 6 " of vegetables.
- 6 drams salt.
- 4 " currystuff.

"The scale has thus been reduced by 4 oz. grain, 1 oz. meat, 1 oz. dhall, $\frac{3}{4}$ oz. linseed-oil and 2 oz. vegetables. But the mutton, which is weighed whole before it is hashed up into a kind of soup, necessarily contains a large quantity of bone. Prisoners on hard labour for three months and all non-labour prisoners, women and boys, receive a still smaller allowance:—

- 19 oz. of their own country grain. | 6 drams salt.
- 3 " dhall. | 4 " currystuff.
- 6 " vegetables. | 4 " oil.

[The nutrient value of this diet with jowari as the food-grain is:—

Albuminoids.	Starch equivalent.
oz.	oz.
2.549	17.6

Against

2.403 21.135

of the B ration when ragi is the staple grain used—*vide* why?
paragraph 10 (1). W.G.K.]

This last is the dietary scale to which the present state of things is in great proportion due. The reduced rations have very different effects upon the hard labour and non-labour prisoners. The women, a few of whom cook in every gaol, while the great majority have nothing but light work to do, have been affected less than any. The males committed without hard labour have not yet suffered very severely, but when we come to the men undergoing hard labour for three months on this reduced ration we see the cruellest result of the experiment. But sickness, languor, and inability to execute a due share of task work, are to be found in both classes whenever hard labour is required. Experts in the gaols tell us that the reduced rations might perhaps suffice—though even here they are doubtful—for people who had absolutely nothing to do, but that the reduction begins to tell immediately they are put to a task. This, too, was the experience of those who managed the relief camps and relief works. In the gaols, as we said, the effect of the change has been disastrous. During the year 1876 the rate of mortality in the Bombay House of correction was only 19.5 per mille. But with the introduction of the new scale the rate of mortality in one of the great gaols in our Presidency has recently been upwards of 96 per mille. In the Bombay House of correction the daily average sick from all diseases in 1876 was only 4.6 per cent. The present daily average sick in one of the Presidency gaols is more than 9 per cent. with an additional $4\frac{1}{2}$ per cent. of convalescents. In the hospitals food

is given liberally, and even as much as 4 oz. of alcohol is daily administered if required. The prisoners take their turn here to be recruited, and but for these periods of comparative luxury, the mortality, large enough already, would have been far greater.

* * * * *

"The gaolers, the gaol Surgeons and the official visitors are thoroughly convinced of the necessity of an immediate inquiry. Scientific men may tell us that carbohydrates, albuminates, and fats mixed in a proper proportion constitute the ideal Indian sun. But when we learn that half a pound of pulse contains 142 grains of the essential nitrogen, half a pound of bajri 56 grains, and half a pound of rice only 40 grains, we begin to see that the cooking of a day's meal, to contain exactly 201.6 grains of nitrogen and 400.1 grains of carbon, requires as much scientific knowledge and care as the concoction of a doctor's prescription or the performance of a chemical experiment. A pound of grain-food, nicely assorted from various cereals in a chemist's laboratory, must be a very different thing from a pound of bajri or rice served out to hundreds or thousands of men in a gaol or a relief camp. But the failure of a scale of diet which, at worst, was almost twice as good as the famous 1 lb. ration should prevent any repetition of the one mistake made in the treatment of the late famine."

* * * * *

The influence of classification for wages on public economy.

K 31. Prior to the issue of Madras Government Order, No. 216, Revenue, dated 30th March 1897, a large proportion of workers in this Presidency were on the C wage, and the deterioration which they exhibited under this influence was indubitable. This fact having been pointed out and reasons having been given for regarding this action, especially when united with fining of the most severe character below the minimum wage then practised, as likely to lead to serious results on the health of the people, Government so far relaxed the economy thus effected as to permit the B to replace the C wage. There was consequently a considerable increase of the proportion of workers placed on this wage. The use of the A wage in Madras however from the beginning of the famine up to the present time has been practically ignored, notwithstanding the employment of enormous numbers of workers who fulfil the Government of India definition of professional labourers—as interpreted by the Government of Bombay—of being "persons accustomed to earn their livelihood by rough manual labour." (G. R. No. 1286, Revenue, dated 7th June 1897.)

32. It has been held that the allowance of the B wage for tasked labour in Madras is an error on the side of liberality. Thus, the Hon'ble Mr. James, when addressing a meeting of the Indian Charitable Fund Committee at Madras, at which I was present, stated that this Presidency was treating its workers as to wages with a generosity that was unheard of in other provinces of India. I, of course, know nothing of provinces in which the Hon'ble Mr. James may have acquired this experience; but, so far as a comparison of the Bombay Deccan with the Deccan of Madras will permit, it is certain that the ignoring of collateral circumstances could alone secure such a view of affairs. Such matters also cannot be fairly determined without looking to actual results. What the arrangements have been in the Central Provinces I cannot say but, granting it has been attempted to work the Code with economy, it is also certain that mortality which the Code is supposed to prevent, has occurred there to a regrettable extent. History has also yet to show whether the economy that I believe has been practised in Nassik has not been attended with unsatisfactory results. It is, of course, easy to understand that if one province be found to employ the majority of its workers on the C wage, but also a large proportion on the mixed A and B, it may be concluded greater economy is being practised than in one which has put aside the C wage. Such reasoning, however, leaves out of the question certain facts that must be taken into consideration. The matter that concerns the true economist is not what the classification in a certain province is, but what is really spent upon the

worker individually, and upon those dependent upon him so as to enable him to take his place in the ranks as an unit fulfilling *tasked* labour—just as in estimating the cost of a campaign it would be necessary not simply to state the wages of regiments in the field, but to add any allowances given to families left behind. Thus, in the present case, it does not suffice to declare that such and such a wage is adopted, and yet ignore such extra charges as completely alter the complexion of matters. In the following table are shown the wages and contingent expenses necessary to keep workers in the field, in the places actually visited by me in the Bombay Deccan. In this connection, it must be remembered that my visit was specially to places where it was possible to ascertain that economy had been practised on low wages. Moreover, certain important points of information which would add to cost could not be ascertained on the spot; hence, the averages shown are far below facts:—

Cost of Workers and Establishments on works at localities actually inspected.

District.	Work.	Cost of the Public Works Department establishment per month.	Cost of the kitchen establishment per month.	Cost of the conservancy and water-supply establishment.	Total number of workers.	Number of workers with the rate of their wages.										Total cost of wages per month.	Grand total cost per month.	Total number of nursing mothers.	Number of non-working children without teeth.	D class (untasked).		
						A class.		B class.		C class.		D class (tasked).		Total number of working children.	Males.					Females.		
						Males, As. 3.	Females, As. 2-9.	Males, As. 2-9.	Females, As. 2-5.	Males, As. 2-3.	Females, As. 2-2.	Males, As. 2.	Females, Annas 1-10.									
Sholapur ..	Poona-Hyderabad road (Dodd Camp).	Rs. A. P. 1,295 6 0	Rs. A. P. (Not avail-able.) 693 14 0	Rs. A. P. (Not avail-able.) 954 7 4	1,420	40	52	97	124	..	656	..	451	15	77	..	..	..				
	Barsi Road, Pudasala and Lail Camp.	2,796 10 0	693 14 0	954 7 4	8,557	969	859	1,666	2,436	427	374	..	1,826	40,247	3 0	44,692	2 4	205	196	15	74	
Ahmednagar.	Kapurwadi Tank ..	1,353 2 4	307 10 0	(Not avail-able.)	3,844	..	..	..	..	1,291	1,778	..	780	14,721	1 6	16,381	13 10	..	198	..	..	
	Savelychir ..	1,165 3 0	219 2 0	Do.	4,331	289	7	176	..	..	..	943	2,000	916	15,413	9 6	16,797	14 6	..	326	..	
Bijapur ..	Bogalkot Road ..	959 6 0	181 0 6	Do.	4,587	109	4	245	161	1,032	1,646	..	1,390	18,336	11 6	19,477	2 0	207	81	21	102	
	Telgi Road ..	235 12 0	90 9 0 114 9 0	Do.	405	9	..	85	180	68	63	..	..	..	1,847	5 6	2,288	3 6	14	24	..	
	Total ..	7,715 7 4	1,606 12 6	954 7 4	23,144	1,416	922	2,269	2,901	2,818	4,512	943	2,000	5,363	98,301	2 9	1,06,577	13 11	441	902	36	181
	Rate per worker per diem.	0 0 2-13	0 0 0-44	0 0 0-26	..	..	..	..	..	..	..	..	..	..	..	0 2-63	6 2 5-47	..	..	..	..	..

* The cost of the establishment here shown excludes the pay of the cashiers.

† The establishment cost shown under this heading excludes the cost of the hospital establishment, the pay of the Special Civil Officer and the cost of their establishments.

‡ Not ascertained.

Add cost of children without teeth and untasked D class and nursing mothers—
902 children without teeth get per month 1,268 7 0
36 D males and 181 D females get 757 3 0
441 nursing mothers get per month 2,480 10 0

∴ Debiting the maintenance of "children without teeth," nursing mothers and untasked D "workers" to the cost of the genuine workers, the total cost per month on 23,144 workers would amount to 1,11,084 1 11

∴ The rate per worker per day including nursing mothers (as far as known) and untasked D workers and excluding dependents would be 0 2 6-72

33. The above table shows that on the Pandharpur-Sangola Railway famine relief works, without taking into account any extras, and regarding solely adult tasked labourers, the mean wage for sex and class at 14 lb. per rupee is As. 2-7-2, against a mean of As. 2-7 for the adult male and female wages of the B class.* If the same method of enquiry be adopted for the whole district of Sholapur in the case of 78,102 workers, it is found that the mean wage for men and women (adopting the same ratio of the sexes in default of information for the district as found at Barsi Road works), the average wage for the A, B and C classes is As. 2-6-4 which is a close approximation to the mean receipts by the sexes on the B wage. I am not in receipt of the figures for Bijapur, but, as the same principle of mixing the gangs exists, doubtless much the same result would occur in this district also. These calculations do not take into account, however, a factor of considerable importance when judging the average wage, or, what amounts to the same thing, in estimating the probable receipts of a family. In all three districts valuable and humane arrangements are made as to the care and comfort of nursing mothers and infants without teeth in both jaws. For the former, A male adult wages are given whilst not working; for the latter, an additional payment is made to the mother over and above that for her class. Thus, at 14 lb. per rupee, a working mother would receive her own wage, say, of B class, plus 9 pies, and although this represents nothing but a just allowance, if a comparison of conditions between Madras and Bombay be made, this fact must be taken into consideration—neither of these advantages having been allowed the Madras famine worker. Again, feeding children with teeth in both jaws (non-working children) in kitchens was gradually introduced after April 1897, in lieu of giving cash payments practised prior to that period, and although this payment was just, it cannot be doubted, having regard to the fact that the same wage was paid for an infant of two years old as one of seven, that room for profit by the workers existed and that this meant the power to supplement the wage.

34. In Madras, cash-payments have not been made otherwise than under such unusual circumstances that the practice may be said not to exist; thus in Bellary in a total of 151,707 workers only 16 non-working children are paid in cash. Kitchens were started from the commencement of the famine, but so strongly is the prejudice held that the death of children was caused by eating the Sircar's food in the 1877 famine that they have throughout been thinly attended. Whilst, therefore, in Bombay the worker was in receipt of cash-payment for every child he could produce, the Madras worker has had to accept his *bête noire*—the kitchen—or find food for his child out of his wages.†

35. The influence the cash-payment of children had in swelling the numbers on works is evident from the following circulars by the Collector of Sholapur, and is further referred to in paragraph 59:—

Memorandum No. 2673, dated 18th May 1897.

THE following are the total numbers of non-working children—(a) fed in kitchens, (b) receiving cash-payments, during week ending 15th instant:—

No.	Work.	Number of children		Percentage of children fed in kitchens.
		Fed in kitchens.	Receiving cash-payments.	
1	Mohol-Pandharpur road	3,798	1,589	70
2	Pandharpur-Junoni road, Section II	15,145	7,306	67
3	Pandharpur-Phaltan road	10,741	20,361	34
4	Ehruk canal	560	447	55
5	Pandharpur Railway, Section I	7,066	1,739	81
6	Do. do. II	5,711	3,513	61
7	Do. do. III	7,120	1,840	84
8	Sangola Railway, Section I	..	3,778	..
9	Do. do. II	5,979	9,612	38
10	Pathri tank	3,804	8,330	31

* The B class wages for females are incorrectly reckoned in the Bombay Code, 17 chittacks being used instead of 18; but to prevent confusion the Bombay figures have been used for the various estimates made.

† The Bombay workers were also found, on abolition of cash payments, to have prejudices against kitchens; but this soon disappeared (*vide* footnote (e) to table, page 31).

2. Judging by those works, where the kitchen arrangements have been most carefully supervised, the proper percentage of children fed in kitchens should be from 70 to 80. The low percentage in works 3 and 8 is accounted for by the fact that kitchens are only now being introduced, and for part of the week cash payments may have been made to all the children.

3. But the low percentage in works 4, 9 and 10 cannot be so explained, and the conclusion is inevitable that a large number of children on these works receive cash payment, who are eligible for kitchens. The special civil officers concerned should at once, in communication with the Public Works subordinates in charge of the work, revise the lists of children, with a view to excluding from the cash payment lists all who should be fed in kitchens. Report as to the result is requested by 25th instant.

No. 3503-D. of 1897.

Kurdwadi, 29th June 1897.

Memorandum.

In spite of the orders issued in this office memorandum, No. 2673-D, dated 18th May 1897, the percentage, among non-working children, of those receiving cash payment continues abnormally high on some works. The percentage for each work for week ending 19th instant is given overleaf, and a similar statement will, in future, be circulated each week.

2. The figures for—

Mangi tank,
Patri tank,
Karmala-Aljapur-road,
Karmala-Jattgam road,
Pandharpur-Phaltam road,

prove that on these works far too many non-working children are receiving cash payment. The special civil officers concerned are directed to at once revise the musters of non-working children, and bring on the kitchen lists all children properly eligible.

3. Children who show two front upper teeth and two front lower teeth are eligible for kitchens.* It is not necessary that molar teeth should have appeared. Special care should be taken, in taking on new-comers, to see that all eligible children are brought on kitchen lists.

Classification of non-working children for week ending 19th instant—

Num-ber.	Name of work.	Percentage of non-working children.	
		Fed in kitchen	Receiving cash.
1	Pandharpur-Junoni road	87.7	12.3
2	Sholapur-Hyderabad road	84.8	15.2
3	Pandharpur-Sangola railway	81.1	18.9
4	Ekrak tank	79.4	20.6
5	Rurwadi-Pandharpur railway	78.4	21.6
6	Pandharpur-Phaltan road	54.8	45.2
7	Karmala-Jalegam road	50.9	49.1
8	Pathri tank	48.9	51.1
9	Karmala-Aljapur road	44.8	55.2
10	Mangi tank	39.9	60.1

36. If then the foregoing facts be taken into consideration, it will be found that it is a mistake to run to the conclusion that, because Madras has favoured the B wage to on wages than, say, in the Bombay Deccan. Thus, taking Bellary as the type of a Madras district, the following comparison is made showing that the actual cost of wages per diem is less than in either Ahmednagar—a district where economy is strained at painfully in regard to wages—or Sholapur where economy is consistent with a fair standard of efficiency is demanded:—

* It need not be said that this is an arrangement that is physiologically premature (see, however, G. R. No. 988, p. 55). W.G.K.

CLASSIFICATION OF WAGES PER 1,000 OF TASKED WORKERS PER DIEM (vide letter No. 5102, dated 14th August 1897, from the Collector, Bellary; and endorsement No. 9707, dated 28th August 1897, from the Collector, Ahmednagar; and letter No. 2682, dated 28th August 1897, from the Collector, Sholapur).

Districts.	A class.				B class.				C class.				D class (tasked).		Working children.	Total wages of tasked workers.						
	Males.		Females.		Males.		Females.		Males.		Females.		Males.	Females.								
	Rs.	A. P.	Rs.	A. P.	Rs.	A. P.	Rs.	A. P.	Rs.	A. P.	Rs.	A. P.										
1	2	3	4	5	6	7	8	9	10	11												
Ahmednagar (a)	2 3 4 8	2 12 6 6	2 1 3 3	2 8 1 4	32 10 5 4	43 2 8 8	9 1 4 8	11 6 11 6	(b) 24 9 9 7	RS. A. P.	RS. A. P.	RS. A. P.										
Sholapur (a)	7 5 10 8	5 14 10 5	39 14 0	51 11 8 5	9 4 0 6	7 3 8 4	..	..	(c) 26 0 6 7 5	..	..	147 6 9 5 5										
Bellary ..	0 4 5 28	0 1 8 7 9	53 6 4 11	80 12 4 2	..	..	..	..	(c) 13 15 5 9 1	..	..	148 8 4 2 9										
Districts.	Rate per tasked worker on account of wages.		D class (untasked).		Non-working children paid in cash.		Nursing mothers and dependents (d).		Total of extra wages paid to non-workers.		Total wages paid per 1,000 tasked workers.		Rate per tasked worker.		Cost of children fed in kitchens per 1,000 of tasked workers (e)		Grand total cost per 1,000 of tasked workers.		Actual cost of wages per tasked labourer.			
	12		13		14		15		16		17		18		19		20		21		22	
	Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.	
Ahmednagar (a)	0 2 2 1 06	..	2 4	..	3 3 5 4	..	11 2 2 2	3 14 7 6	134 7 4	0 2 1 82	0 2 5 3	15 6 7 2	149 9 1 6	0 2 8 26	0 2 4 72	0 2 8 26	0 2 8 26	0 2 8 26	0 2 8 26	0 2 8 26	0 2 8 26	
Sholapur (a)	0 2 2 4 31	0 3	2 4	0 3	2 6 3	0 0 2 3	1 1 8 8	5 2 8 4	152 9 5 95	0 2 5 3	0 2 4 52	0 8 0	149 0 6 59	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	
Bellary ..	0 2 2 4 52	..	..	..	0 0 2 3	0 0 2 3	..	0 0 2 3	148 8 6 59	0 2 4 52	0 2 4 52	0 8 0	149 0 6 59	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	0 2 4 61	

(a) The sexar distribution of the workers not being stated in the returns furnished from these districts, the proportion obtaining in the workers at Barsi Road has been adopted in the case of Sholapur and of Kaperwadi tank in the case of Ahmednagar. In the case of the latter district also, as the Collector's letter did not give the classification for wages of workers, it has been necessary to use the same classification as that quoted in monthly form Statement E for this district for the four weeks ending the 26th June.

(b) In estimating the cost of working children in Ahmednagar and Sholapur, the mean between the maximum and the minimum wages prescribed has been adopted although the maximum wage for children is largely used in Sholapur.

(c) In estimating the cost of working children in Bellary, one-half the mean between the B class adult male and female wages has been adopted.

(d) The nursing mothers receive the A male adult wages, and nurses the D ration plus one anna per day; but, as the proportion is not known, the lowest estimate possible, namely, the D wage for a woman has been adopted for all classes at 14 lb. of grain per rupee.

(e) The cost of feeding the kitchen-fed children of 1,000 workers in Bellary, according to the actual cost reported, would be Rs. 2-0-0-11; but, as the same information has not been furnished by the Collectors of Sholapur and Ahmednagar, a uniform rate of half the D wage allowed to a male adult has been adopted for every child fed in a kitchen, with the object of securing the influence of numbers upon cost in respect to total workers at the same rate of grain equivalent 14 lb. of grain per rupee. This course is necessary, as the number of children fed in kitchens was far less in the Deccan districts of Madras than Bombay. Thus, in Bellary for the week ending the 7th August, the children fed in kitchens were but 8 per mille of the tasked workers, against 242 in Ahmednagar and 246 per mille in Sholapur, in the week ending the 21st August.

Notes
The kitchen children in Ahmednagar and Sholapur were probably calculated on the adult scale.
W.G.K.

37. I have above held that the cost of neither the efficient soldier nor of the famine worker can be reckoned upon the mere wages paid to the individual: in both instances there are medical, clerical, engineering, pay, commissariat and other establishments that must be maintained to enable the individual to be kept in the field. A perusal of the foot-notes of the preceding table and of those which follow to illustrate the contrast in the two Presidencies, will show that when information is not full every possible advantage has been given to the Bombay districts, and that, as a fact, the absence of information has necessitated the omission of serious additional charges; nevertheless, the liberality to which the Honourable Mr. James alluded is not very apparent in the case of the Madras district used as the type.

STATEMENT showing the cost per day of the establishments on 1,000 tasked workers in each of the districts of Ahmednuggar, Sholapur and Bellary (*vide* letters from the Collector of Sholapur, dated 28th August 1897, No. 2682, and 28th September 1897, No. 5656; from the Collector of Ahmednuggar, dated 28th August 1897, No. 9767; and from the Collector of Bellary dated 14th August 1897, No. 5102).

Districts.	Cost of the Public Works Department, upper subordinate establishment.	Cost of kitchen establishment.	Cost of subordinate Revenue establishment including Togni or Loan establishment.	Total cost of establishments.	Rate per head per day.
1	2	3	4	5	6
Ahmednuggar	RS. A. P. Not available	RS. A. P. * 3 9 9-79	RS. A. P. 6 14 1-6	RS. A. P. 10 7 11-29	RS. A. P. 0 0 2-015
Sholapur	2 6 1	† 2 11 3	1 8 5	6 9 9	0 0 1-269
Bellary	0 15 8	0 9 11	0 11 7-5	2 5 2-5	0 0 0-447

* Full information regarding the kitchen establishments not having been furnished, the average cost has been calculated upon the standard scale of the district (*vide* p. 62, paragraph 4).

† Information regarding the cost of kitchen establishment not having been furnished, the rate of cost at the Barsi Road has been adopted for the whole district (*vide* p. 62).

The following brings the data in the preceding tables together in a convenient form:—

A STATEMENT giving an abstract of the average expenditure incurred per diem for a tasked worker in the districts of Ahmednuggar, Sholapur and Bellary—as estimated from the references quoted in the two preceding tables.

Districts.	Average rate per tasked worker on account of wages.	Average rate per tasked worker on account of extra wages paid to non-worker.	Average cost per tasked worker of feeding children in kitchens.	Average cost of establishment debitable to each tasked worker.†	Total average cost of a tasked worker per diem.
Ahmednuggar	RS. A. P. 0 2 1-06	RS. A. P. 0 0 0-752	RS. A. P. 0 0 2-902	RS. A. P. 0 0 2-015	RS. A. P. 0 2 6-73
Sholapur	0 2 4-31	0 0 0-9924	0 0 2-959	0 0 1-269	0 2 9-53
Bellary	0 2 4-52	0 0 0-0023	0 0 0-096	0 0 0-447	0 2 5-095

† Please see foot-notes in the statement showing the cost per day of the several establishments on 1,000 tasked workers.
‡ To this amount may be added, if 75 per cent. of workers are accommodated in huts, 2-106 pias per diem, irrespective of interest on the large capital laid out for cost of these structures.

In the case of the Revenue and Public Works Department establishments, I have been obliged to omit from the above calculations the cost of Executive Engineers, owing to the rates of pay not having been supplied; but, judging from the numbers on the staff of the respective areas, the Public Works Department expects in Madras to get more work out of its superior officers than in Bombay. Again, for every fifty workers in the Bombay-Deccan, a ganger is allowed. In Madras, one is given for every hundred workers; they ("head coolies") are supposed not only to supervise the working of their gangs, but to keep the muster rolls. In Bombay, for the latter purpose are retained special karkuns for every two hundred men. Paymasters are allowed in Madras on a salary of from Rs. 15 to a maximum of Rs. 50 for every 3,200 workers. In Bombay, no special paymasters are allowed, and I have heard it advanced that this means an economy. I, therefore, particularly made inquiries on this point,

and find that the practice is to use permanent or temporary Public Works Department cashiers, on from Rs. 40 to 80. These men can be employed on no other work and, as a rule, they cannot do more than pay 2,000 men per day. The maintenance of the people in camps, and the use of Special Civil officers and their establishments on the works, are also points of difference that entail extra expenditure in Bombay (*vide* paragraph 43). In calculating the Revenue establishment, as in the case of the Public Works Department, all superior European officers have been omitted, as the actual salaries drawn are not known; but here, again, the Madras Revenue officer has been apparently expected to fulfil much more duty than his *confrere* in Bombay, as the numbers employed on special famine duty are in excess of those so employed in Madras. Again, it has not been possible to estimate the medical establishment, which in Bombay includes a Commissioned Medical officer for each district on special famine duty at the disposal of the Sanitary Commissioner. Some idea of the cost of certain of the establishments that have not been included in the following table may be obtained by consulting Section II (Camp establishments, page 58); Section III (Kitchen establishments, page 61); Section IV (Medical establishments, page 65); Section V (Public Works establishment, page 66).

Tasks and Fines.

38. Sections VI and VII dealing with these subjects will show in detail the methods adopted on the works visited in the Bombay-Deccan. Lest it might be suggested that the results obtained are mere selections, I have to state that the instances given comprise the whole of the information gathered without any portion being excepted, and that measurements were in all cases subjected to the scrutiny of the officers of the Public Works Department found on the works, and were not registered until all concerned were agreed as to the correctness. At Sholapur, the Sub-Engineer was interviewed on the subject of tasks and fining: on the works the overseer verified measurements. At Kaperwadi the Sub-Engineer, and at Barsi Road the Supervisor, were present during measurements. At other works, Overseers were present. Either I was particularly unlucky in the gangs I pitched upon for examination, or the results would show that it is rarely that the famine workers fulfil their tasks, and equally rarely that they are correctly reported by the usually incompetent class of men employed as karkuns.

39. The fining for unfulfilled tasks is, I believe (*vide* section VII), on a more merciful scale than in Madras, and although it is not very obvious how this could be justly effected in practice—and I spent much time in endeavouring to ascertain how this could be done on a feasible system—the attempt certainly is made to punish erring individuals instead of whole gangs. The excusing of children from fining seems a prominent feature, though practice as to this differs. With the exception of the attempted introduction of the system at Bijapur by the Superintending Engineer against which the Collector had protested, no such thing as fining below the minimum was found.

40. It is not possible, without further enquiry as to the systems practised by different Engineers and comparing data thus brought together, to arrive at satisfactory conclusions as to severity of tasks set out—I will not say enforced. So far as can be ascertained with the slender information available, the tasks demanded of men in Madras are heavier than in Bombay for earthwork, whilst Madras is more lenient to women and children. Taking into consideration the *personnel* of gangs as found on relief works, it may often happen under such a system that a Madras gang would fail to effect its work, whilst that of Bombay might accomplish it. This would result from the fact that the boy of from 16 to 18, who is classed as an adult in the Madras gangs and is expected to fulfil his full work in whatever class he is placed, is held by the Bombay Code (section 73) to be uniformly an adult of the C class.* As an effect of this arrangement, the total outturn from a gang of the A or B class is enormously reduced when these lads are included in the strength—an evidently equitable arrangement. In the matter of "working children" also the Bombay Code exercises a wise discretion in requiring that head-loads should not be carried by children over 500 feet. In Madras, however, the carrying of a load of stones such as the child needs help to lift on its head must be accomplished for distances occasionally

* Subsequent to the issue of G.O., No. 216, Revenue, dated 30th March 1897, children of from 12 to 16 were called upon to do but 50 per cent. of the task of the class in which they happened to be placed.

approaching a mile. This is due to the task for stone-breaking including its collection—a condition which under the varying circumstances encountered most undesirably complicates the correct adjustment of the task. As a consequence, children have at times to climb the sides of hills to look for stones—a practice that to my knowledge has not been without its dangers. In Bombay, however, there is no mixing of the two functions; the worker has delivered at his working spot the stones he is desired to break. Quarrying and breaking into chips is effected by men on the A and B wages, or by professional Wuddahs on high wages. This may be due to the fact that quarrying is requisite and therefore might not apply to the case of Madras, although it would seem no more difficult to collect stones from the Bombay fields than those of Madras.* But when thus broken and prepared, the Bombay relief worker has the chips brought to him by children whose labour is not counted in the task. In the case of Ahmednuggar, it will be seen it has been found necessary from time to time to diminish the task required in metal-breaking (Section VI, paragraph 38 *et seq.*, pp. 74—75). That task, however, which excludes the necessity for collection of metal, is below what is demanded of the famine worker in the Kurnool district,† thus—

A.—Metal-breaking.

				Ahmednuggar —Stone- breaking only.	Kurnool— Collecting and breaking.
				C. FT.	C. FT.
Males—					
A class	..	..	..	8	8'8
B "	..	..	..	6	6'8
C "	..	..	..	4	4'8
D "	..	..	..	3	..
Females—					
A class	..	..	..	7	4'4
B "	..	..	..	5'25	3'4
C "	..	..	..	3'5	2'4
D "	..	..	..	2	..
Children—					
Class I	..	..	..	2	2'2
" II	..	..	..	1	1'2

† Since writing this, I have met the present Executive Engineer, Public Works Department, Mr. Johnston, who has just elaborated a task table, in which much care has been taken to correctly differentiate the various phases of tasks.

41. Comparing the tasks stated to be required at Barsi Road with those demanded according to the Kurnool rates, the following are the results. The numbers given to the Barsi Road tasks are those of the paragraphs of Section VI, in which they are fully described:—

Tasks for famine workers in the Bombay-Deccan compared with those of Kurnool, Madras Presidency.

B.—Earthwork.

† Paragraphs.	Tasks in Sholapur or Ahmednuggar, Bombay Presidency.	Tasks in Kurnool, Madras Presi- dency.
	C. FT.	C. FT.
9	700	765
11	396	510
23	729	969
25	200	513

† The paragraphs quoted refer to tasks given in detail in Section VI, pp. 71—73, where the composition of the gangs will be found.

42. I need hardly say on the subject of tasking generally, that the Madras worker who has frequently to perform his fourteen miles a day in journeys to and from the works, is in a very different position for the accomplishment of his task when compared with the Bombay worker who is provided with an encampment on the spot. The Government of Madras attempted to meet this difficulty by making allowance for distance on a certain scale. This cannot be considered a matter of philanthropy but one

* I do not imply by this that quarrying was never employed in this Presidency, but that collecting stones from fields was the more common method. W. G. K.

of the most common practical sense, if it be held that on a certain ration a certain amount of work only can be fulfilled without effecting wastage of the body that cannot be replaced. That it has become the impression that this allowance was too lenient is, I believe, based upon nothing better than that the originally attempted system was difficult of application in practice. This, however, has resulted simply in a re-casting of the system of allowances, not the overthrowing of the method; as it is evident it cannot be done without, so long as workers are not encamped.

Camps and Camp Establishments.

43. The camping of workers as practised in the Bombay-Deccan is unknown in Madras. The demand that the labourer shall leave his village and reside in camp, is supposed to act as a deterrent from offering to work when no necessity exists. There are varying grades of severity with which this rule is enforced, but, so far as my observation goes, Sholapur may be accepted as the type for this method. All orders issued tend to one requirement, and from what I saw I should say that all that is possible has been accomplished. Several of the rules under which camps are conducted will be found at the end of Section II. It will be seen that the occasional inspection of neighbouring villages with the object of finding villagers who have left camp to get to their villages is practised, with the penalty that the worker is denied relief if detected. The huts are constructed for the accommodation of families of about five souls. The camps are not surrounded by palisades, but their guarding is maintained by village police in uniform, aided by constables of the regular police force. Notwithstanding such precautions, it would hardly seem consistent with human nature, and with what is known of guarding a free population elsewhere, that the worker really finds it impossible to visit his home. He would be a man of poor enterprise, and it may be of poor commercial instincts, who could not on a dark night get out of a camp with a front of several hundred yards in length and back again, without his absence having been noticed by the village police. In practice, it is not always possible to keep the rate of erection of sheds in accord with the demand, and it not infrequently happens either that the huts have to be overcrowded, or that the new arrivals have to camp in the open or wait for relief. The cost of camping workers is a serious item in expenditure, and it would seem decidedly preferable to find some more efficient deterrent. Thus, taking the cost of hutting alone the following calculation becomes feasible:—If it be allowed that 75 per cent. of the total of workers and non-workers in the district of Sholapur have been accommodated in huts costing an average of Rs. 2-5-0 and that these have been inhabited during eleven months, and 10 per cent. has been spent in repairs, the total cost debitable to relief works, irrespective of hospital and other accessory huts, would be Rs. 25,404-7-0. Presuming that each hut gives accommodation for five souls, the average cost of hutting debitable to each tasked worker therefore would be 5 annas 3-19 pies.

44. To the cost of hutting also has to be added that of the camp establishments and, as the necessary corollary of the camp, the hutting accommodation for the inferior class of Public Works Department subordinates and kitchen servants, for the conservancy and water-supply establishments, and for hospital establishments, including huts for general diseases for each sex and for segregation. It was not possible for me to secure the data showing the cost of these various establishments, but judging from the facts gathered as to the cost of the camp establishment at Barsi Road which by no means cover all points required, the extra cost of establishments must be a very considerable item that must be added to the already heavy cost of hutting. A further peculiarity of the Bombay system is the use of chits from the village heads stating that in their opinion the applicant is a fit subject for relief on the works. The chit is taken to the special civil officer—one of which class is appointed for each work, unless two happen to be very close to each other. The workers are received by the special civil officer—generally a man who has been employed in a Taluk office. This man receives the worker, inquires as to his former occupation, and gives him a chit to the overseer of such works as he is aware are not in excess of the number required. This chit gives entrance to the work on such class for wages as the civil officer may determine: if a female, the occupation of the husband determines the class for wages. It remains for the worker to maintain or improve upon the position assigned by work subsequently. The special civil officer receives from Rs. 50 to Rs. 80 per month. He has usually a clerk and two peons. This is a functionary of

utility if he really carries out the further details of his work, which consist of observing the physical state of workers and giving them extra means of relief, at the cost of the Charitable Fund, or of Government.

45. The dakhla or chit system seems excellent in theory, but to make it really effectual to bar the way from possible misuses or undue delay in affording relief, it would seem essential that the circumstances of each relief worker should be enquired into by the circle, relief or other officers in the village, as a check upon the action of the village head. It seems possible that in the giving of the chit too much is left to the discretion, honesty, or good nature of the village head.

46. On the whole, I should think, granting grain has arrived at such and such a price so as to leave no doubt of the urgency for relief amongst a certain class of people, that the danger of persons resorting to works who can support themselves at home, is far too slight to demand the various expensive precautions detailed. *The deterrent should be the task on the work, coupled with occasional investigation as to suspicious cases in the villages.*

Concentration of Works.

47. This process had been already far advanced, when I made my visit to Sholapur. This again is, I think, the typical district where this arrangement has been most fully effected. Here, the arrangement had full official favour, but both in Ahmednuggar and Bijapur, it was held that sufficient experience of the mode had not been secured to give definite opinions on what must be held an important point.

48. The advantage of better administration of works under such a system is indubitable; thus I was informed that, during the previous stage of the famine when minor works were maintained in the Sholapur district, the greatest difficulty had been experienced in merely paying the workers, to say nothing of exercising that full supervision as to tasking that was essential, owing to paucity of staff. In one case the workers had not been paid for a fortnight, and rioting seemed imminent. Under the system, as now worked in Sholapur, very large areas of the country are left without protection by relief works, and this represents a state of matters that can but result in one of two things where distress is really severe, either an increase in gratuitous relief, or a failure to meet the urgent requirements of the people. The expenditure under the former head has, as I shall presently show, been a remarkable feature in the administration of the Bombay-Deccan districts. It would certainly, in the case of Madras, seem absolutely rash to order concentration over large areas of the country without the most careful consideration of the condition of the people likely to be affected, *and the stage of famine at which such an order is given.* Concentration on works at an early stage of famine, coupled with the offer of good wages, is a very different matter to demanding concentration when the people are already becoming apathetic from malnutrition.

49. When famine is of a type not to have affected severely the petty ryot and, especially when really useful works exist to be carried out, concentration is from all points of view a wise course, but if the distress is severe enough to affect petty ryots extensively, it is hopeless to trust to such works *in toto*. These must then either be helped by gratuitous relief or by works within reasonable distance of their villages, so that their cattle may not be sacrificed. The possible alternative is to modify the Bombay dakhla system so as to make works open not to all willing to work, but to assign certain works to certain classes of the population, and to get rid of the bugbear of 12 years old "adults" and masses of children by a different system of relief.

50. I may of course be seriously in error, as little information on this point could be expected to be gathered within the short time of my visit, but the impression gained was that ryots are by no means in the condition found in the Madras-Deccan; hence there does not exist the danger incident to concentrating works, when the distressed population has a very large proportion of the petty ryot class that refuses to leave their cattle and homes. That there is this danger under such conditions, or at least under the conditions found in Madras, may be gauged by the history of the great famine of 1877, when the whole system of relief broke down and mortality became rampant, following the combined attempt to introduce the Temple ration and the concentration of works. It is on record that the people stayed in their homes till either too weak or too apathetic to undertake the journey, and that when they did attempt to proceed,

the dead and dying on the routes taken marked their progress. That in the first stage of famine, concentration of workers embracing the labouring classes and providing them with good wages on really useful works would be successful I can well understand, and although I am not at liberty to say that Mr. Ligham has finally adopted this view, it is a view advanced by him in the course of discussion that he would seem to favour.

51. In Sholapur, it so happens that works of real value on which it is possible to concentrate labour are forthcoming. Notwithstanding the general forbidding of such works, the Government of India has sanctioned the formation of a branch light railway line from the Barsi Road, and the doubling of a portion of the Great Indian Peninsula embankments preparatory for the making of a double line. There are certainly works of this nature that could have been effected in the Madras-Deccan with much advantage.

Gratuitous relief, aid by Private Charity, loans from Government.

52. A perusal of the following statements will show there is room to believe that both in the matter of loans and gratuitous relief, the Bombay-Deccan ryot has been very much more liberally dealt with than his brother on the Madras side. It may be said that the fact merely expresses the difference in the amount of actual distress. Whilst making this statement with all diffidence on the strength of the small experience gained, and trusting it will be remembered that it is hardly possible to refrain from arriving at some sort of an opinion on such a broad point, I must state I believe that this is not so.

53. What has been done by the Bombay authorities to relieve distress has been doubtless requisite, and has been dictated as a result of local experience, than which there can be no better criterion. But it is well within my function to point out that if such measures have been found requisite in Bombay, the charge which was formulated by the public press in that presidency, that certain of the officers responsible for advising the Madras Government as to famine administration were posing as philanthropists, was very wide of the truth. I trust Government will not think me disrespectful if I state that, when I contrast the conditions found in the Bombay-Deccan with those of the Madras-Deccan, I can but feel that philanthropy has found no place in its procedure, and that its liberality has up to date advanced not a step further than what a sense of duty has demanded.

54. The extent of distress in "affected areas" can be gauged by a consideration of the condition of the ryot, and by range of increase of prices of grain. Taking the latter factor first into account, in the Bombay-Deccan it is found that the percentage of increase in prices was 29 and in the Madras-Deccan 34, during the period from January 1st to July 31st. Hence, Madras has been distinctly in a critical state. As to the condition of the ryot in the Bombay-Deccan compared with his brother of Madras, I consider the subject worthy of further consideration by Government. A perusal of the Sholapur Gazetteer, Chapter VIII, will show that the condition of the Deccan ryot in reference to the frequent recurrence of famine was a subject of anxious consideration by the Bombay Government, with the result that the rates of assessment have undergone revision from time to time with the object of securing to the ryot such advantage as shall enable him to withstand losses following frequent drought. *If the revision has been correct, the ryot of Sholapur is at the present time deriving this advantage to the full.* So far as much enquiry and my limited personal inspection would permit of a decision being formed, he has actually a reserve that, as a result of many years close communication with the class concerned, I am of opinion, cannot be found in the Madras-Deccan. I understand that both in Sholapur and Bijapur, it is possible for landlords of alienated villages to get better rates than demanded by Government. The prices of both agricultural and town labour are higher than obtained in the Madras-Deccan. I directed the attention of Mr. Rama Rao, Deputy Collector, Bellary, who acted as my Personal Assistant in this tour, to this matter, and he has supplied me with the following note contrasting the assessment of the Sholapur with the Bellary district:—

"Sholapur and Bellary have similar kinds of soil, viz., black cotton, red and masal or mixed or coarse gray. The Barsi taluk is composed chiefly of black soil as

the Bellary and Alūr taluks are. A great portion of the Sholapur taluk also contains this kind of soil. In regard, however, to the land assessment the two districts differ a good deal, the rates in Sholapur being lower. The approximate average acre rate which had prevailed in that district just before it passed into the hands of the British Government was As. 13-3. This was reduced to As. 11-6 in 1830 and to As. 6-7 in 1840 in which year the 30 years' revenue survey settlement was begun. The highest dry rate was Rs. 2 in 1839 and Re. 1 afterwards.

In the Bellary district the assessments were heavier from the time of the introduction of the ryotwari system, the dry rates ranging from above Rs. 4 per acre. For 1857 there was a general reduction as noted below, the average for the district being As. 10 :—

Dry—		RS. A. P.
(a) Lands assessed at and above Rs. 4 reduced to	...	3 0 0
Do. at Rs. 3 and under Rs. 4 to	...	2 8 0
Do. at Rs. 2½ and under Rs. 3 to	...	2 4 0
Do. at Rs. 2¼ and under Rs. 2½ to	...	2 0 0

Rates under Rs. 2¼ and downwards were to be reduced at the Collector's discretion, but the average reduction was not to exceed Rs. 12½ per cent.

These rates continued in force till the introduction of the new settlement in faslis 1300 to 1303 (1890-91 to 1893-94). The following table shows the average dry rates of assessment as introduced at different periods in the Sholapur and Bellary districts :—

Sholapur District.				Bellary District.			
Taluka.	Period.			Taluka.	As per revenue, accounts, &c., till introduction of settlement.	1890-91 to 1893-94 (existing rates).	
	1839-44.	1869-74.	1875-76.			RS. A. P.	RS. A. P.
Madha	0 9 4	0 9 4	0 7 4	Alūr	1 3 6	1 3 5	
Sholapur	0 7 4	0 11 4	0 9 2	Adóni	0 15 1	0 15 0	
Pandarapur	0 6 0	0 11 3	0 9 3	Bellary	0 13 3	0 13 5	
Barsi	0 8 0	0 11 11	0 10 2				
Karmala	0 6 0	0 7 6	0 7 10				

55. But it is not only in the matter of more merciful assessment that the Bombay-Deccan ryot prospers. The operation of the Deccan Agriculturists' Relief Act in Sholapur and Ahmednuggar has been very much to the advantage of the petty ryot. That Act provides that there shall be no mortgage of land, and recognizes nothing but genuine sales. It also arranges for a complete scrutiny of the accounts of the sowcar, and, setting aside many useless formalities, applies direct common-sense methods of ascertaining the truth of matters. The consequence is that mortgages still proceed, but the ryot is not in the hands of the sowcar to an extent to render him helpless against ever increasing interest. The sale that takes place before the registrar becomes a sham, and it is the interest of the sowcar that it shall not be ascertained that this was the case—so long he can bleed the ryot; hence, when scarcity approaches, it does not pay the sowcar to worry the ryot, and although he may not directly aid him, he will at least not press him for payment for the time being.

56. The Act also has a tendency to bring into the field the sowcar as the landholder—the man with capital at his back—whilst the ryot becomes a labourer earning his wages, plus what he can make from a portion of land assigned to him. From what I understand of its operation the results are highly satisfactory, and it may well be that a similar Act would be of benefit in the Deccan districts of Madras. A reconsideration of the assessment, or a more frank admission that the assessment is such as not to leave so good a margin as in the case of the Bombay-Deccan ryot, would probably result in more liberal measures to aid him during famine than allowed

in the present period. Remembering that “one swallow does not make a summer,” I would add that I was much struck by the replies made by a group of 18 petty ryots employed in the Bagalkot works to my enquiries regarding the payment of their kists; the whole maintained they had paid their kists without it being necessary to borrow, or sell their animals. Now I had, just before my visit to Bombay, inspected the “unaffected” area of Koracheru in the Kurnool district. In this village in a group of ryots also taken haphazard in the same way, seven maintained that they had been obliged to borrow to pay the kists, and in one case to sell ploughing bullocks and in another sheep for the purpose. In one instance not present in this group, the kist collected exceeded the value of grain gathered. Full evidence of the fact that they had borrowed for the purpose stated was vouchsafed to exist by a respectable landlord on the spot.*

57. Inquiries of the Collectors of Ahmednuggar, Bijapur and Sholapur showed that very small percentage of the total collections for their districts were outstanding, and that the only relief they had advised was postponement of payment to a small extent. That such results had been possible and, as I understand, *had been secured without undue pressure upon the people*, speaks in unmistakeable terms for the elasticity of the people's means.

58. If there be any truth in the above statements, it follows that in the matter of receipt of gratuitous relief given by the Indian Charitable Fund—a point already fully pleaded by the Hon'ble Mr. Crole on behalf of this Presidency†—and in the matter of free grants for improvement of water-supply, the Madras-Deccan ryot deserved quite as liberal treatment as his brother of Bombay. It has, however, under all heads not been his lot to receive anything approaching such terms. Of course, in the matter of loans under the Land Improvement Act, it may not have been possible to trust him with greater advances than those now shown; but, if this be so, it would but prove that his condition is not so good as his Bombay brother. It certainly is not correct to assume that the Madras ryot was in such good case as not to have taken the trouble to ask for loans. The following statement illustrates the actual condition of affairs :—

STATEMENT showing the number of villagers gratuitously relieved and the ratio per head of population of the expenditure incurred for the improvement of the condition of the villagers generally in the districts of Ahmednuggar, Sholapur, Bijapur, Bellary and Kurnool.

[References.—Letter dated 14th August 1897, No. 5102, from the Collector of Bellary; statement dated 7th September 1897, from the Collector of Kurnool; letter dated 28th August 1897, No. 2682, from the Collector of Sholapur; letter dated 28th August 1897, No. 9767, from the Collector of Ahmednuggar and telegram from the Collector of Bijapur, dated 11th September 1897.]

District.	Gratuitous relief to village servants per week.		Gratuitous relief by doles in villages per week.		Total relief to villagers per week.	
	Number actually relieved.	Percentage of those relieved to total population of the district.	Number actually relieved.	Percentage of those relieved to total population of the district.	Number actually relieved.	Percentage of those relieved to total population of the district.
1	2	3	4	5	6	7
Bombay—						
Ahmednuggar ..	18,179	2.05	85,320	9.6	103,499	11.6
Sholapur	18,893	2.5	66,395	8.8	85,288	11.4
Bijapur	4,666	0.59	101,201	12.7	105,866	13.29
Madras—						
Bellary	Nil. †	Nil.	674	0.074	674	0.074
Kurnool	Nil. †	Nil.	35,140	4.12	35,140	4.12

* A census taken on the Budami (Bombay-Deccan) works showed that up to between June and July only 80 were ryots out of over 4,000 workers. In the “unaffected area” in the Kurnool district, the ryots implored that works might be given them in January.

† The various uses to which the Charitable Fund has been placed, as stated in Sections I and IX, are worthy of consideration in this light, more especially with reference to the extent to which the deficient rations and wages allowed by Government have been supplemented by allowances from this source.

‡ The absence of any effort to relieve village servants in Madras up to the late stage of the famine dealt with in this table is remarkable.

District.	Contribution from the Charitable Relief Fund up to date.		Loans given under Loans Act up to date.		Grants made for water-supply up to date.	
	Amount.	Rate per head of population.	Amount.	Rate per head of population.	Amount.	Rate per head of population.
	8	9	10	11	12	13
	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.
Bombay—						
Ahmednuggar ..	3,00,000 0 0	0 5 4·8	9,21,500 0 0	1 0 7	20,000 0 0	0 0 4·3
Sholapur ..	3,69,000 0 0	0 7 10·4	6,14,329 0 0	0 13 1·1	55,000 0 0	0 1 2·1
Bijapur ..	3,83,000 0 0	0 7 8·34	13,61,700 0 0	1 11 4·2	20,000 0 0	0 0 4·82
Madras—						
Bellary ..	1,20,254 0 0	0 2 1·3	4,68,440 0 0	0 8 2·2	12,000 0 0	0 0 2·5
Kurnool ..	71,198 10 0	0 1 4·02	2,78,076 0 0	0 5 2·57	Nil.	Nil.

59. The extent to which gratuitous relief has been afforded in the Bombay-Deccan has been considerably obscured in statistics, by the practice which has obtained of debiting to works the payment of children in cash. This is, of course, a mere matter of financial convenience, but it results in swelling the number supposed to be "on works." When due allowance has been made for this, and the numbers receiving gratuitous relief have been correctly classed, it is seen that the treatment which the Bombay and Madras-Deccan districts have received from the respective authorities responsible, has differed very much in character. With the object of illustrating this fact, I annex certain diagrams. In the case of diagrams A and B, so as to render the comparison fair, I have omitted instances of affected districts where workers are below a weekly average of 15,000. Consequently, Belgam, Dharwar, Ratnagiri and Colaba find no place in the calculations, and those included are the districts of Bijapur, Sholapur, Ahmednuggar, Poona, Nasik, Satara and Khandesh. In the case of Madras, exercising the same precaution, the following districts have been included—Ganjám, Vizagapatam, Kurnool, Bellary, Anantapur and Cuddapah. In the Bombay districts (diagram B) it will be seen that the monthly average price of grain has risen 29 per cent. above that for the month of January. In Madras (diagram A), in the same period, it has risen 34 per cent. In Bombay of the total relieved from November 1896 to the end of July 1897, 300 per mille have been relieved gratuitously, against 201 per mille in Madras (*vide* diagram D); that is, in Madras, for every person relieved gratuitously four worked for their living, in Bombay, for every person relieved gratuitously, 2·3 worked for their living. It has been stated freely by the press that consequent upon G.O., No. 216, Revenue, dated 30th March 1897, in which the C ration was practically abolished for *tasked* labour, an increase of workers took place, and, again, it is held that on Government desiring that further severity should be exercised, and that the Famine Code should be strictly obeyed according to the classification for wages, a decline has occurred—all of which went to confirm the Hon'ble Mr. James' statement as to liberality. These diagrams will, however, show that the rise of number of workers in Madras has been in evident proportions to the rise of prices of grain, if a temporary fall in the percentage of increase of these prices be ignored (diagram A), and that gratuitous relief was afforded under exactly the same condition (diagram C). Indeed, those who claimed that the so-called lenient measures of this Government Order influenced the numbers of workers *forgot that the districts declared to be affected were gradually increased*; that is, the districts first declared affected were Kurnool, Bellary, Cuddapah and Anantapur, and these were increased in the month of February by the addition of Ganjám, and, in the month of March, of Vizagapatam. If these facts be held in mind, it will be seen that the increase of workers in this presidency was not due to the Government Order in question, but to steadily-increasing dearness of grain bringing about the obligation to resort to works by those who had resisted this degradation to the last possible moment, and to the rapidly-increasing area of distress. In the case of the Bombay districts, I fail to find that relief had any but a casual relation to the rise in prices (diagram B), whilst the most obviously-marked fact is that a decline set in after April notwithstanding the continued rise of prices of grain. It is but fair to presume

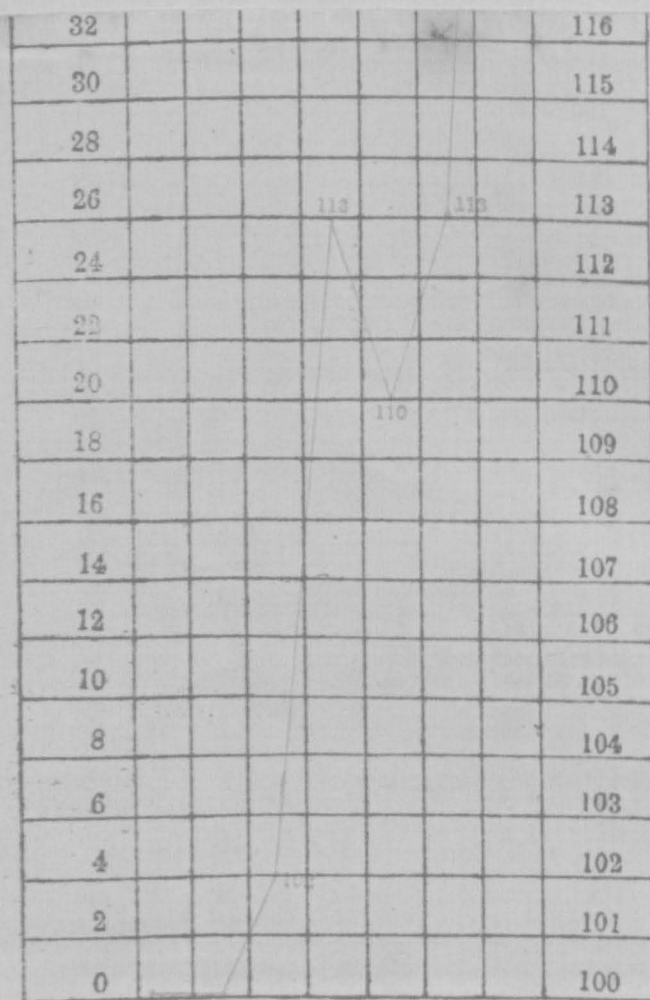
A

Diagram A showing the rate of the number of people on relief per mille of the united population of the famine stricken districts with the percentage of increase in the price of food grains since January last in MADRAS.

Rate of the No. on relief per mille of the population	Jan.	Feb.	March	April	May	June	July	Price of Food grains in Rupees
100								150
98								149
96								148
94								147
92								146
90								145
88								144
86								143
84						85·3		142
82								141
80								140
78								139
76								138
74								137
72								136
70								135
68							134	134
66								133
64								132
62								131
60								130
58						58·8		129
56								128
54								127
52								126
50								125
48					124			124
46								123
44								122

Total on relief of all descriptions

Percentage of increase in the price of food grains

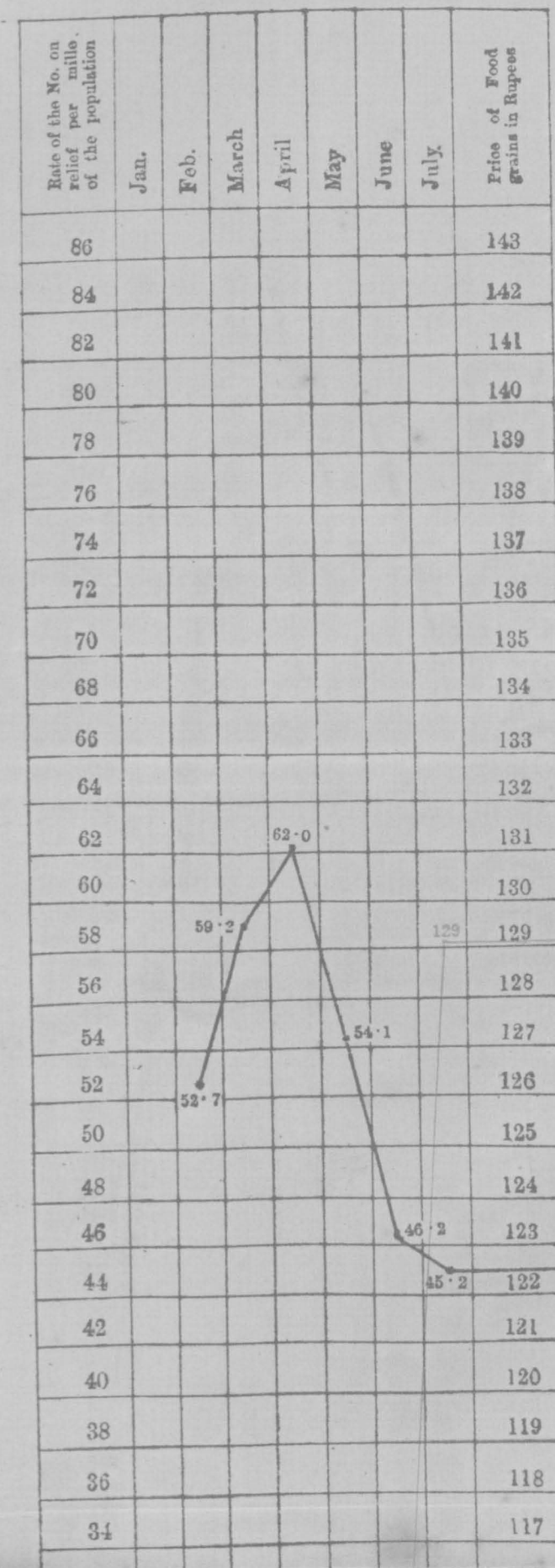


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1897.

B

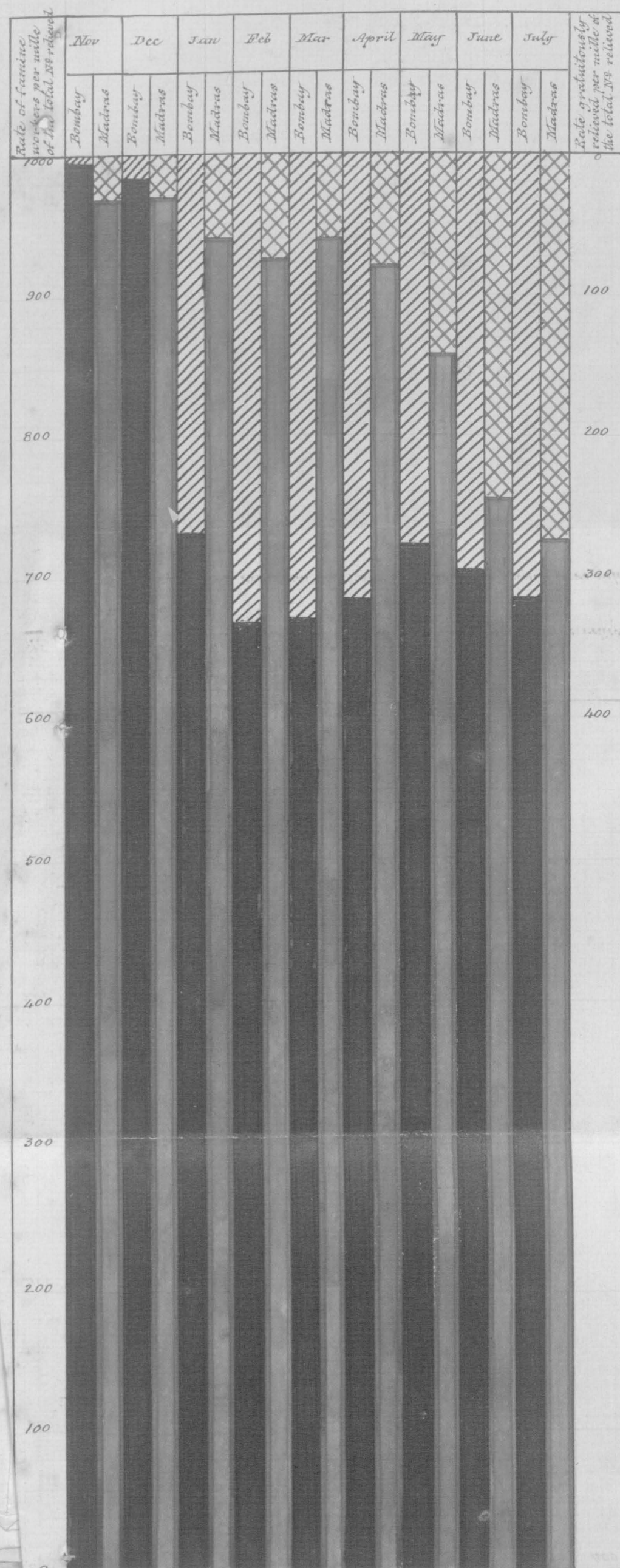
Diagram B showing the rate of the number of people on relief per mille of the united population of the famine stricken districts with the percentage of increase in the price of food grains since January last in BOMBAY.



Percentage of increase
in the price of food grains

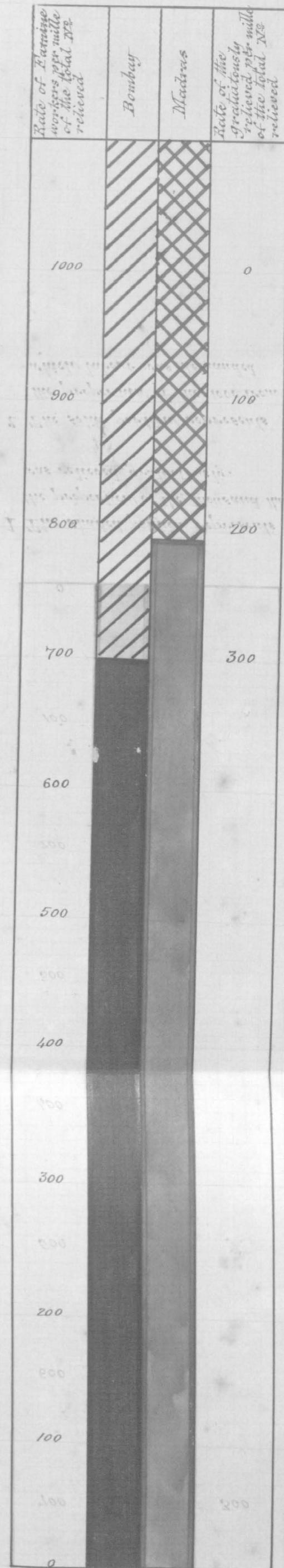
Total on relief of all descriptions

Diagram C. Contrasting the Monthly proportion of persons, relieved gratuitously and by exacting labor, per mille of the total no of persons on relief in the Bombay and Madras Presidencies



1. The shaded portions represent the rate at which people were relieved gratuitously
2. The solid portions represent the rate at which the people were relieved by exacting labour

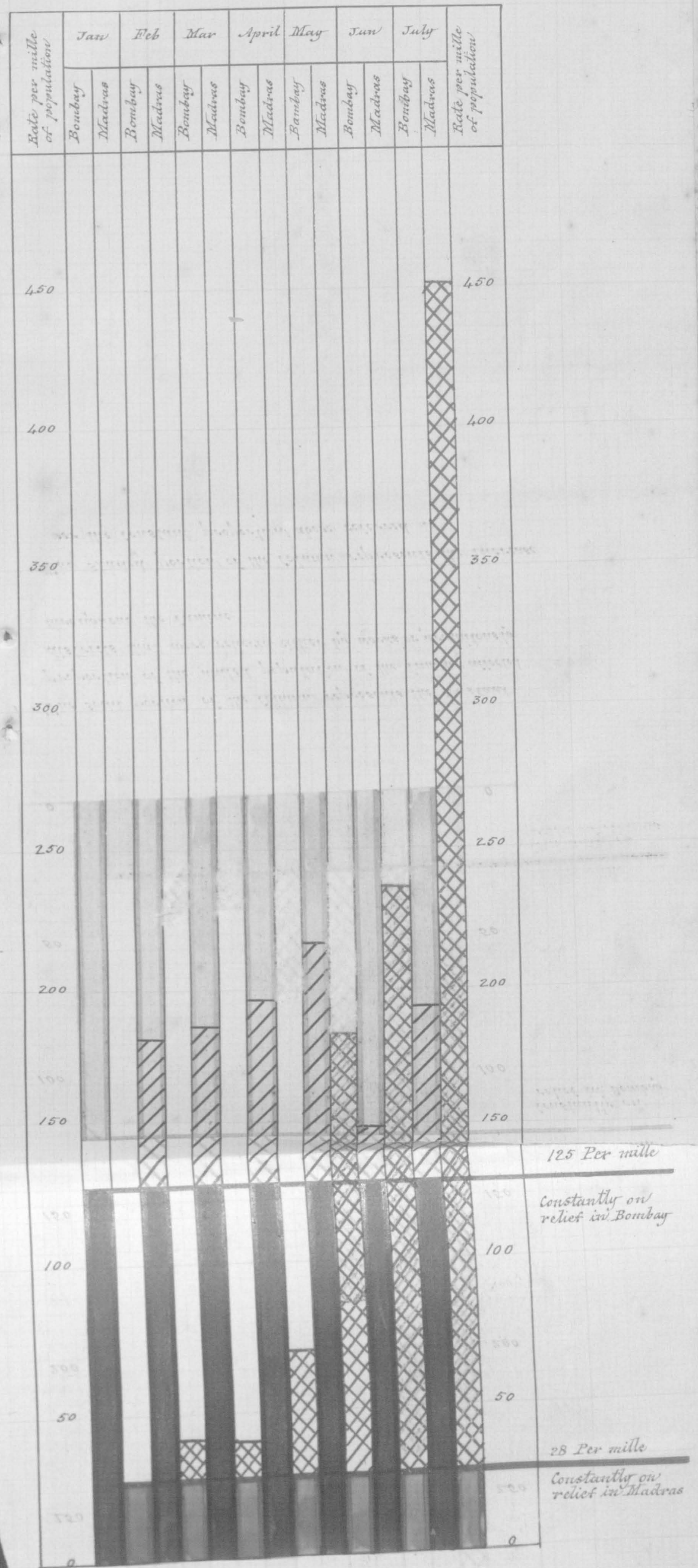
Diagram D. Contrasting the ratio of people, relieved gratuitously and by exacting labor, from 1st November 1886 to 31st July 1897 in the Bombay and Madras presidencies



Note 1 The shaded portion represents the proportion of the thousand that was relieved gratuitously.

2 The solid portion represents the proportion of the 1000 from which labor was

Diagram showing the rate of the total No. people relieved per mille of the united population of the famine affected districts in the Bombay and Madras Presidencies from 1st January 1897 to 31st July 1897



A) The solid portion of the column represents the constant proportion of the united population of the famine affected districts that were relieved either by works or gratuitously throughout the famine

represents the increase

that this decline was brought about by ceasing to give cash payment to children, who were subsequent to that month fed in kitchens. Diagram E, read in connection with diagrams A and B, shows, in reference to relief of both descriptions (relief by works and gratuitous relief) that there was no desire on the part of the population in the Madras Presidency to seek aid, until compelled by the increasing severity of famine conditions; or, in other words, the administration of relief was so conducted that at no time were measures unduly attractive, whilst the utmost caution was exercised that they should not be disproportionate to actual distress amongst the population. In consequence, whilst in the Madras Presidency, during the period from January to July, of the population of the affected districts, 28 per mille were *constantly* in receipt of relief, in Bombay, there were 125 per mille. This fact must imply a vast difference in the policy pursued in the two Presidencies.

60. In this connection, I would invite attention to the figures quoted by the Government of India in paragraph 3 of its letter quoted in G.O., No. 660, Revenue, dated 2nd August 1897. According to this statement, it would seem that 43.31 per cent. of the Kurnool population and 25 per cent. of that of two other districts are in receipt of relief. This conclusion is, however, arrived at by an inappropriate method of calculation, namely, by taking the "population of the affected area" as a basis. Now, whether an area is declared affected or not depends, firstly, upon agricultural success, and, secondly, on the varying methods of thought and prudence of district authorities. What an "unaffected area" means in the district of Kurnool I have reported to Government in my inspection notes, dated 17th September 1897. But whether areas be officially classed as "affected" or not, the inhabitants of whole districts have had to face the high price of grain. It is true in certain cases in unaffected areas the ryot may have obtained part of his crop, and have profited to that extent; but this within one month after a harvest in no way profits the agricultural labourer or the professional coolie. Taking this view of matters, the affected area in the midst of high prices can only be estimated by the extent to which the people depend upon the grains for which the high prices are demanded; hence, not parts, but the whole, of the Ceded Districts must be regarded as affected areas, as their inhabitants throughout the length and breadth are absolutely dry-grain eaters, if a proportion of the wealthy classes be omitted from consideration. If matters be regarded in this light the figures quoted by the Government of India are modified thus:—

Districts.	Population of affected area.	Numbers on relief on 29th May.	Percentage.	Numbers on relief on 26th June.	Percentage.
Kurnool	817,814	101,632	12.4	147,285	18.1
Bellary	900,126	115,698	12.9	131,210	14.6
Anantapur	708,549	48,662	6.9	68,404	9.7
Gaddapah	1,272,072	69,910	5.5	101,210	8.0

61. In the same letter from the Government of India, attention is invited to the disproportion of men to women on works. This, however, seems to me also to convey an incorrect view of matters. Presuming the population of the affected districts as likely to resort to works consists, as per classification of the census of 1891, of village service (excluding accountants), stock breeding and dealing, interest in land, agricultural labour, animal food, vegetable food, unskilled labour, undefined means of livelihood, property and alms (group b), it is found that the proportion per thousand adults of ages from 15 to 59* years and

* The nearest ages available in the census are over is 504 women to 496 men. The figures quoted by the Government of India include not only relief on works

but gratuitous relief, and therefore are inapplicable to the deduction to which the attention of the Madras Government is sought, which applies solely to relief workers; taking, therefore, the figures "on works" for the week ending 26th June, it is found that there were 206,506 women and 112,389 men employed, that is, per 1,000 of the adult labouring and agricultural population of the affected districts, there were 59 women against 33 men present. Consequently, taking the number of women

present as the standard, with the object of meeting the opinion of the Government of India as to better equality in numbers of the sexes, there were only 26 per mille of the male population absent, and as the error as to the ages between 12 and 15—to accord with the Famine Code definition of a man or a woman—occurs on both sides of the calculation, this estimate may be accepted as a close approximation to the truth. If it be remembered that as soon as scarcity pressed, the men took their cattle to Mysore from the Ceded Districts and that those who have remained in their villages if they would keep their cattle alive—their first thought—must travel distances for fodder that the women cannot attempt, and that granted a certain proportion of the really small number of men absent are obtaining their livelihood in permanent employment in the public and private services, the deduction that the women are sent to earn money “for the purpose of supplementing the resources of their household during the idle months of the year” need not be drawn. What it really means in many cases is that the female members of families go on to work with the object of sharing the food they earn with the male members, who obtain no direct profit for the labour that they bestow in the endeavour to preserve ploughing cattle;

* This is as recorded for the week ending the 26th June, which is the period dealt with in the letter of the Government of India; on my inspection of Kurnool on the 24th July, the price of cholam, the staple grain “in use at time of payment” was 251 per cent. above normal.

and when the male members have employment, it stands to reason that, with the price of grain advanced 140 per cent. above normal, the members of the families, who in relation to price of grain may be held to have suddenly increased to the same extent over the normal family group, must resort to work if they desire to live honestly. Thus, the father of a family of five would find it as difficult to procure grain on his ordinary wages as if he had to supply 12 souls. There are certain officers in this Presidency who find a peculiar pleasure in drawing attention to the large amounts that can be earned by single families on works, and in affirming that luxuries are obtained thereon; but they ignore this practical side of the question just as the records of the famine of 1877 show that, with deaths from mal-nutrition by the thousand to teach them the futility of their procedure, there were to be found officials at that period who took a pride in representing that they had turned off from the works such and such a number of well-nourished men—“evidently not in want of relief!” If the famine wages be correctly calculated, all the large amounts earned should imply to the mind of the famine official is the depth of the want to which the people have sunk, and the impossibility there would have been for them to earn the large amounts necessary merely to cover the cost of meagre rations and *nothing else*, did works not exist for their relief.

SUMMARY.

I believe the facts which I have discussed in the preceding paragraphs, and others which I have recorded in my inspection notes, which are appended to this report, warrant the following conclusions:—

(1) Speaking with all diffidence as an officer not possessed of revenue experience, and recognizing that any but a passing allusion to facts in reference to social and financial conditions (with which I am necessarily concerned as a sanitarian) would be beyond my functions, I state the impression gained by my admittedly limited enquiries, is that the financial condition of the Bombay Deccan agriculturist is decidedly better than that of the agriculturist in the Madras Deccan.

(2) The agricultural population received greater aid from the Charitable Relief Fund and by loans from Government in the Bombay Deccan than in Madras.

(3) In the Bombay Deccan, a large proportion of the population resorted to works as quickly as they could be opened, and remained on them throughout the famine months; in Madras, works were resorted to only in proportion to the rise of prices of food-grains.

(4) Gratuitous relief throughout the famine was given in far greater proportion in the Bombay Deccan than in Madras.

(5) In Madras, the giving of relief, both by works and gratuitously, had a direct relation to the rise of price of food-grains; in Bombay, the giving of relief

declined in the face of rising prices—showing (if the people were treated justly, as was doubtless, the case) a mistake in methods of administration as to excessive liberality had been discovered about April, and was acted upon at this late stage.

(6) In Bombay, the works although not necessarily unduly attractive were undoubtedly rendered more so than in Madras, by the issue in the former Presidency of cash payments to non-working children. Cash payments to non-working children were not employed, except in absolutely rare instances, in the Madras Presidency.

(7) In both Presidencies, there existed a prejudice amongst parents against feeding children in kitchens. In Bombay, on withdrawal of cash payments, the people overcame the prejudice; in Madras, it persisted throughout the famine—to the detriment of the worker as to sufficiency of his wage.

(8) Under the influence of the direction in the Bombay Code as to the use of the “staple grain” without any specification as to quality, it has been the custom in Bombay to fix the wages of famine workers on the basis of a high quality of grain, notwithstanding the existence of cheaper and yet sound varieties of the staple grain and of cheaper millet, “in actual use” by the people. As a result, the famine worker in Bombay has profited so as to have a large margin in cash over and above the wages presupposed; so that it has been possible for the worker classed for D wages to obtain a ration equivalent to that contemplated under the A or B wage, and this without taking into account the possible surplus accruing from non-working children’s cash payments. In Madras, as a result of the different wording of the Code, an inferior though sound variety of grain has always been used as the basis for fixing wages, whilst instead of the “staple grain” of the district being invariably employed, wherever it was reasonable to do so having regard to its being available, the cheapest millet resorted to by the people under pressure of famine was made the basis for fixing the wages, with the result of securing the greatest possible economy of public funds, and placing the worker upon, as near as feasible, the rations contemplated by the Code.

(9) In consequence of the conditions stated in the preceding paragraphs, it is impossible to assert that because the C and D wages were found to be sufficient in the Bombay Presidency, they must also be sufficient in Madras.

(10) The supposition that persons can perform a minimum task in Bombay on the D wage receives no support from the instances examined, as the workers were found neither to live on the D wage nor perform the D task.

(11) The D ration has failed in practice in Bombay to support even the requirements of poor-houses and kitchens, without receiving help from the Charitable Fund.

(12) The C wage even under improved circumstances following highly pitched estimates of cost of grain, has failed in practice when tasked work is demanded, to an extent to require that workers shall receive extra aid from the Charitable Fund.

(13) The physiological and hygienic principles on which the Madras Government acted in regarding the C ration as unfit for tasked labour, and the D ration as unfit for anything but penal purposes, are in strict accord with those followed throughout the civilized world, and are actually accepted by the Government of India in dealing with criminals. Under the circumstances detailed in paragraph 8, the evidence produced by the Government of India for support of the opinion of Mr. Higham that practice proves that the C ration is safe, and that even on the D ration work may be performed, is valueless. The practical experience in Bombay jails in 1877 also points to the same conclusion.

(14) The adoption by the Government of Madras of the principles referred to in the preceding paragraph, and the consequent placing of the majority of the workers on the B wage, has not proved erroneous economically, when compared with the practice in Bombay as to classification of workers (even were the condition referred to in paragraphs (4) and (8) of this summary ignored), because in Madras (a) the highest wage A has been throughout the famine but rarely employed; (b) with very rare exceptions, no cash payment has been made for non-working children, and (c) the people permit their children to use kitchens with far less frequency than has been the case in Bombay since the abolition of cash payments there.

(15) In consequence of the conditions enumerated in the preceding paragraph, the actual wages paid to, and on account of, each *tasked* worker are less in Madras— notwithstanding the preference for the B wage—than in the Bombay Presidency, where mixed gangs of A, B, C and D classes are employed.

(16) The establishments in the Bombay Presidency employed for famine duty have been much more expensive than those of Madras, provided the calculation include not only the superior but the whole of the inferior and menial staffs.

RECOMMENDATIONS.

I consider the following points, derived from my inspection of Bombay methods, worthy of consideration by Government:—

(1) The introduction of the humane and physiologically correct methods of treatment of nursing mothers and “infants without teeth” as pursued in Bombay.

(2) The extension of the gratuitous village dole to village servants, or affording an allowance for grain compensation.

(3) The better organization of the Medical Department for purposes of meeting famine requirements, whereby a commissioned medical officer should be available for supervision of medical and sanitary arrangements in connection with famine untrammelled by other duty, under the direct orders of the Sanitary Commissioner (Bombay Code, Section 171-a).

(4) The abiding by the policy indicated in G.O., No. 216, dated 30th March 1897, so far as wages are concerned; and if the introduction of the D ration as a dole must be confirmed (G.O., No. 616, Revenue, dated 24th July 1897), as a necessary sequel, the precaution of increasing the nutriment of children from 7 to 12 should be followed.

(5) The cessation of the attempt to increase the tasks of workers by 25 per cent., without further inquiry as to the nature of tasks in various districts.

(6) The attempt by the Public Works Department to follow more closely the methods in Bombay of dividing gangs into definite parties for excavation and carrying, and providing for the complete separation of the task of *collection* in the case of gangs expected to break metal.

(7) When accommodation for workers is provided, the system of supplying separate huts of a capacity suited for the family of average famine-worker should be arranged for.

(8) When attempting concentration of works in a *late stage* of famine, arrangements should be made for admission to works designed for classes of applicants; thus whilst agricultural labourers without cattle might be drafted to distant points, it would be necessary to promote work under the “intermediate” or other “semi-gratuitous” system for petty ryots and labourers with cattle above a certain value.

(9) A consideration of the *possibility* of organizing a method of relief by works that shall not involve classing masses of children as adults, and shall not involve the expense of establishing kitchens on works.

(10) The extension of the system of advances to ryots, so as to afford loans for “subsistence” as practised in Ahmednaggur and Poona, under section 143 (2) of the Bombay Famine Code.

(11) A consideration as to the desirability of introducing an Act of the nature of the Deccan Agriculturists' Relief, at the same time ascertaining whether it would be reasonable to either modify the system of land assessment in the Deccan districts, in view of the frequent recurrence of famine, or arrange for more definite concessions to ryots during periods of drought.

W. G. KING, D.P.H., Surgn.-Lt.-Col.,
Sanitary Commissioner for Madras.

INSPECTION NOTES.

SECTION I.

CONDITIONS AFFECTING WAGES AND RATIONS.

SHOLAPUR DISTRICT.

(1) Work—Irrigation Channel Improvement near Sholapur Town.

Inspected 3rd August.

1. A pregnant woman was found here who had been relieved of all work for the last seven days, and who would receive the full wages of her class. A woman who had been delivered 15 days back was found in receipt of the full wages of her class, *plus* the wage of non-working children without teeth in both jaws.

2. The inmates of this kitchen were 398. There are no adults; all are under seven years of age.

3. Kitchen—The best white-cholum flour is issued; the cakes are clean and free of husk.

The following shows the items of diet:—

Quantities.	Average per head.
	OZ.
168 lb. of flour	6.75
28 lb. of dall	1.13
21 lb. of salt	0.08
Curry-powder, 2 lb.	0.08
Oil, 2 lb.	0.08
Onions, 4 lb.	0.16

4. Up to the date of inspection the children had been fed but once daily, and were therefore allowed to take such part of their food as they elected away with them. This has now been altered. Arrangements were in progress to segregate non-working children from their mothers throughout the day in special “compounds” or sheds scattered along the line of the works. Here the children will be retained under “nurses” at the rate of 1 per 30 children.

The weight of flour supposed to be issued to the children is as follows:—

	OZ.
Below 3 years	4
From 3 – 5 years	6
„ 5 – 7 „	8

(2) Doddi Road Camp.

Inspected, 4th August.

5. The total in camp on the 5th August was—

Males	431
Females	527
Maximum wage children	421
Nursing mothers	14
Nurses	64
Dependants	2
Total	1,459

6. The following shows the classification according to wages given on 30th June, no later date being available for information on the spot. The total being 1,436 were classed as follows:—

Males and females, class A	...	...	...	...	92
" " " B	...	...	...	...	221
" " " C	...	...	...	...	656
" " " D	...	...	...	...	16

(used in light duties about camp, such as sweeping.)

Working children	...	...	...	...	451
(all on the maximum wage to the middle of July.)					
Non-working children	...	...	...	...	77

7. The following is a specimen of the composition of an entire gang on the Doddi road work engaged on metal breaking (Gano Ganesh's gang):—

- 10 men on A wage.
- 7 on the B wage.
- 13 females on A wage.
- 9 on B wage.
- 4 women on C wage.
- 15 children on the maximum wage.
- 8 children on the minimum wage.

8. An instance of the working of the "dakhla" system was here found:—

One man, his wife, and three children, one of whom was lame from an ankylosed kneejoint, were found sitting close to the camp. Under the rules they were wrong in being there at all, and accordingly were not relieved by the Camp Superintendent. The man (a mochee living in Begumpett, Sholapur) had but irregular work for the last four months. After sun rise on Sunday, he went to the village Patil, and received a chit, which, however, he was required to present to the special civil officer. This officer was in Sholapur; but at 6 P.M. told the man he must proceed to the channel work, distant about three miles from Sholapur on the following morning Monday. This he did; the special civil officer then signed the chit, and required him to proceed to the camp at Doddi. Here the overseer or other functionary, having examined the chit, told him he must proceed to the new work beyond Tandiwalla which was just being opened, and was probably six miles further on. This was on Tuesday evening. He then started for the new camp, but after travelling three miles, the lame boy declared he could not go further, and the father and the whole party then returned to Doddi camp by the morning of Wednesday. Here they had remained without food till seen by me at 6 P.M. on the same day. The man was of course distinctly wrong in not proceeding to the place named, but the case serves to illustrate certain difficulties of the "dakhla" system in practice. The Government of Bombay has declared its objection to any "distance test;" but, as a fact, seeing that works in such and such a place are limited as to numbers, persons who obtain chits are "moved on" till they, of course unintentionally, fulfil the requirement of the ten miles' distance from their homes, which is thought sufficiently deterrent.

9. On the previous evening, I met a woman with an emaciated infant. She maintained she could not get work, as she was not a low-caste woman, and the Patil maintained that she, being a Mahratta, required no aid.

10. No restriction is placed upon the taking of fuel from Government waste lands.* Workers at the Doddi road camp were seen in the evening to stream homewards carrying large head-loads of wood.

* This is the case in the three districts visited. This absence of restrictions must form a valuable aid to wages received on works. In this Presidency, the fuel gatherer throughout the famine has been made to obtain a permit on payment from the village head.

11. Persons, of whom there are exceedingly few, who are placed on D wage are employed solely for such light duties as sweeping the camp grounds and the like.

12. Ordinary agricultural labourers obtain As. 4 per day or two seers of grain per day. At the present time, they are content to receive one seer per day. The seer here referred to represents 146 tolas.

In the town of Sholapur, the erection of two cotton mills which is now proceeding gives plenty of employment for artisans, whilst the existing mill provides labour for 1,581 persons. The "piece-work" system is used; the probable average wage per day is as follows:—

Men As. 5; Women As. 2-6½; Youths—Males As. 4, Girls As. 2-6.

12-a. The following statement is given with the object of showing the proportion in which rations are allowed to children according to age:—

STATEMENT showing the cost of items of ration given to each kitchen child and the number of children receiving A, B, C class rations.*

Tandalvadi Camp Kitchen.

Item of ration.	Cost of each item.	Total number of children in the kitchen.	Children receiving A class ration.	Children receiving B class ration.	Children receiving C class ration.
1	2	3	4	5	6
Jawari	5½ pies ..	532	70	392	70
Dall	1 pie ..				
Salt	½ of a pie ..				
Oil	¼ of a pie ..				
Chillies and condiments	¼ of a pie ..				

Dudinala Camp Kitchen.

Item of ration.	Cost of each item.	Total number of children in kitchen.	Children receiving A class ration.	Children receiving B class ration.	Children receiving C class bread ration.
	7	8	9	10	11
Jawari	5½ pies ..	449	64	321	64
Dall	1 pie ..				
Salt	½ of a pie ..				
Oil	¼ of a pie ..				
Chillies and condiments	¼ of a pie ..				

Hiperga Canal Work Kitchen.

Item of ration.	Cost of each item.	Total number of children in the kitchen.	Children receiving A class bread.	Children receiving B class bread.	Children receiving C class bread.
	12	13	14	15	16
Jawari	5½ pies ..	306	40	226	40
Dall	1 pie ..				
Salt	½ of a pie ..				
Oil	¼ of a pie ..				
Chillies and condiments	¼ of a pie ..				

* A class children receive 8 oz. = 5-7 years of age.
B " " " 6 " = 3-5 " "
C " " " 4 " = below 3 " "

(Intld.) W. G. K.

Barsi Road Relief works Kitchen.

Inspected, 6th August.

12. (b) Inmates 1,700 children below 7 years of age and 3 adults.

The amount of vegetables allowed is not according to the Code scale. Annas 5 is allowed on this head per 100 children, and is spent on brinjals, potatoes, onions, &c., as found available. At present $2\frac{1}{4}$ lb. onions or brinjals are procurable for As. 3. Therefore the allowance of vegetable per child below 7 years is 0.6 oz.

AHMEDNUGGAR DISTRICT.

13. The following extracts from circulars by the Collector explain the principles pursued in connection with rations in this district:—

14. "Children about three years should stay at kitchen all day. Only nursing mothers who are not required to work shall be treated under Famine Code, section 74. The medical officer will decide as to work: failing him, the special civil officer. All nursing mothers who are required to work shall receive in addition to the wage they earn "cash payment under the Code for any child without teeth in both jaws." The special civil officer will decide payment by Public Works Department."

15. "All children with teeth in both jaws shall be fed in the kitchen. If they cannot eat the whole of their ration the remaining portion shall be given to their mothers or to the person who brings them to the kitchen. If a non-working child is too small to eat bread there is no objection to give milk to its mother to feed it with if milk is procurable provided the cost of the milk does not exceed the cost of the ordinary ration."

16. "Special Civil officers may in their discretion take women with emaciated infants off work and provide them from the Charitable Fund at the kitchen with as much food as they require and an anna a day in cash. This is in addition to any food for their infants."

17. "Government have decided that a child is not to be turned off the work if fit for work even although it does very little work. If a child is turned off it must be given a chit or dhakla to the patel for the dole, or it may be sent to the poor-house. But if the child does not go to the poor house or to the village "then the Special officer must take it into the kitchen and treat it as a child under seven years of age and give it the ration prescribed for children under seven. He should make it up from the Charitable Fund for ration as prescribed for children above seven."

18. "For the first three days after confinement nursing mothers get special diet, viz., one pound of wheat or jowari, 12 tolahs of jaggery and one tolah of ghee, besides country medicines. Also fuel if required and a nurse for ten days. Where they are poor they may be given two cumblies at a cost of Rs. 3 by the Civil officer. After fourth day she is to get A class wage (adult male wage) until she is able to work. She should be able to work in six weeks after confinement and she is not to receive class A wage of an adult male for more than six weeks without special orders of the Assistant Collector. After six weeks she is to receive the ordinary wage of an ordinary woman of her class and "will also receive from the Department of Public Works for the child the wage for non-working children until the child has teeth in both jaws."

19. "There are very few adults at work who are thin from want of sufficient food. But if you should find such a person you should tell him to come to the kitchen at midday interval and you should give him one bread or more, if necessary, from the Charitable Fund. This is applicable also to the working children—dated 8th May 1897."

20. "Some people think that the Government ration is not sufficient for a child of six or seven. This is not a matter for you to consider But if a child fed at the kitchen is thin and in bad condition you should give him an extra bread or

more from the Charitable Fund. If there is a medical officer you should show him such children and give them from the Charitable Fund rice and milk or such other special food as he may direct if it is procurable. If there is no medical officer you can give to such thin children from the Charitable Fund special food according to your own judgment."

21. "Emaciated Infants—(a) If there is a medical officer resident at the work, the mother should be struck off the Public Works department muster. You should give her the ration mentioned in section 107 of the Famine Code at the cost of Government and from the Charitable Fund you should give her one or more breads according to the necessity. Instead of giving her bread from the Charitable Fund you can give her one anna a day in cash, if she prefers it, from the Charitable Fund. The child should get such food as the medical officer directs. If he is unable to provide the food from the hospital, you should provide it from the Charitable Fund.

(b) If there is a medical officer resident at the work you should do the same as directed under (a), but you should give the infant from the Charitable Fund whatever food you and the mother think best. If the mother refuses any food that you think best, you should not insist upon her taking it. If you think you can use tin milk with advantage either for thin children or emaciated infants, you should ask the Mamlatdar to send you a supply from the Charitable Fund."

Nagpur Road Poor-house.

Inspected 7th August.

22. This has been open since the 16th February. The object of such poor-houses is stated to be the picking up of men who require rest from work on relief works, so as to recover their strength, and to enable persons passing to relief works to be fed there till their turn for drafting occurs. It is also maintained that by this device none but those of the respectable classes need receive the dole in their homes.

23. Here the usual poor-house ration is used; children from 7 to 12 get 12 oz. and under 7, 6 oz.

24. The Superintendent "guesses" he gets 6 lb. wastage on every 330 lb. or 1.7 per cent., but he has no account to show that he possesses any system of check on the amounts taken.

For grinding the cholam the rate given is 1 anna on every 11 lb.

The following is the population:—

72 men, 131 women, 93 children between 7 and 12 years, 85 under 7.

The issue of stores was as follows:—cholam flour 290 lb., dal 39 lb., salt 6 lb. 13 $\frac{3}{4}$ oz., chillies 2 lb. 11 oz., oil 7 lb. $\frac{3}{4}$ oz., onions 6 lb. 6 oz.

Currystuff (consisting of assafoetida, cloves, cinnamon, black pepper, saffron) 1 lb. 2 $\frac{1}{2}$ oz.

25. The average per head was therefore—

Flour 12.18 oz., dal 1.64 oz., salt 0.29 oz., chillies 0.11 oz., oil 0.29 oz., onions 0.27 oz., currystuff 0.05 oz.

26. From the Charitable Fund there is provided extra milk and opium pills for children and gingelly oil for heads of infants; the men are given tobacco and all children whose mothers so elect have an addition of 3 oz. of flour made from the Charitable Fund daily, so as to form an additional meal. At Government expense, the women are provided with soapnut and cocoanut oil for their hair. Nursing mothers get, as long as the medical officer thinks necessary, meat, wheat, flour, milk, &c.

27. Persons who perform work in the poor-house receive 8 oz. per man and 6 oz. per woman extra jowari flour. There are at present 15 female cooks, 6 male water-carriers and 4 ward coolies in receipt of the extra allowance.

28. The number of mothers with three and more children here is large, and it is manifest that they retain their good condition upon the extra food obtained from the children of tender ages that do not require the full amounts allowed.

(3) *Kaperwadi Tank Relief Works.*

Inspected 7th August.

29. The workers are on C class wages. They never get promoted, according to the Sub-Engineer, because they never complete the task. During the week ending the 7th August 2,296 persons were fined the aggregate sum of Rs. 419.

30. No children are placed in the maximum class. Infants "without teeth" get the non-working allowance. The kitchens were not started till the first week in April. Until then the non-working children below 7 were given wages, which were received by their mothers.

31. Nursing mothers receive the male adult wage for the A class up to six weeks after confinement. When they return to work they get the C wage *plus* the allowance for "infants without teeth." The nursing mothers are fined with the gang, but children and non-working infants are not fined.

According to G. R. (Bombay Government), No. 188, dated 31st March 1897, Famine, milk may be substituted for rations to children.

* * * *

32. [It is stated that at Bilapur (not visited) workers were placed on D class wages from the 13th March to the 30th June; but here the arrangement was to the effect that for each cubic foot over D task 3 pies in addition to the D wage would be given. The people are, however, stated on the authority of Conductor Ralph who, with the consent of the Collector, evolved this method, never to reach the C task. The camp declined from 6,300 to 3,100 partly on account of cholera, and partly as a result of strict enforcement of camp rules.]

33. It has been found necessary to *supplement the wage* given on this work by rations given at the expense of the Charitable Fund. The Sub-Engineer states that at present he sends from 20 to 30 to the kitchen daily to be fed on account of weakness, but that when all is in correct order in the kitchen he will find it necessary to send at least 500 daily.

The following is the Collector's order on this subject:—

Collector's memorandum No. 8879, dated 3rd August 1897.

"The Special Civil Officer, Kaperwadi tank, should furnish Mr. Ralph, the Sub-Engineer, with a supply of tickets with his (Special Civil Officer's) name on them to be used as follows: If Mr. Ralph sees any worker in poor condition he may give him or her a ticket to be presented at the kitchen; when a worker presents the ticket, the Special Civil Officer (or Superintendent of the Kitchen) should give him or her 1 lb. of jowari flour or equivalent in bread. . . . All expenditure under this head should be debited to the Charitable Fund."

34. The following note by the Collector (paragraph 7) deals with the subject of rations to children (dated 25th May 1897):—

Paragraph 7.—"I found to-day at Kaperwadi that some children under 7 were getting the ration allowed for children of 7 to 12. . . . The child is in bad condition. It should be given extra rations from the Charitable Fund."

35. The strength of the camp on the 5th August was—

Men 1,025, women 1,276, working children 596, "infants without teeth in both jaws" 198, non-working children in kitchen 768, dependants 11—total 3,874.

36. Conductor Ralph took charge of this work on the 7th June. Previous to that period the payment was not checked, and there is reason to believe that both from the poor arithmetical knowledge of the karkuns and from deliberate wish to falsify, fining was not correctly conducted. For example, in checking the attendance of gangs it was found by Conductor Ralph that from 5 to 12 per gang, and in one instance as many as 26 of a gang of 50, absented themselves with the connivance of the karkuns, and were earning additional wages by collecting wood and selling it in the neighbouring villages.

37. The Mamlatdar fixes the price of grain for the workers. Practically, up to May, there was but little fining.

38. The Sub-Overseer reports the price of grain in the nearest village to the Mamlatdar, who reports again to the Sub-Engineer. The best white cholam is taken as the basis of the dole and of the wages. Gangs are not classed in the Kaperwadi work according to individual ability, but the whole gang is placed on definite wages.

(4) *The Kaperwadi Work—Kitchen.*

39. The curyrstuff is composed of garlic, mustard, turmeric, chillies, cloves, black pepper, rock lichen; no tamarind is used; this is in accordance with the custom of the people. No arrangement is made as to wastage in grinding cholam; but the proportion allowed is—when jowari is selling at 15 lb. per rupee, flour is bought at 14 lb. per rupee.

6 oz. flour in the form of cakes weigh 8 oz.

For every 6 oz. of onions, 1 oz. of curry powder is allowed.

(a) *Prices at Ahmednagar bazaar—about 3 miles from Kaperwadi tank work.*

40. Four country seers (one seer = 146 tolahs) white jowari at Re. 1, that is, 14 lb. 9 6 oz. per rupee.

Kulti, $4\frac{1}{2}$ to 6 seers per rupee, *i.e.*, 16 lb. 6 8 oz. per rupee to 21 lb. 14 4 oz. per rupee.

Wheat, $4\frac{1}{2}$ seers per rupee as grain, and 4 seers as flour, *i.e.*, 16 lb. 6 8 oz. per rupee as grain and 14 lb. 9 6 oz. as flour.

Bajri, $4\frac{1}{2}$ —5 seers, that is, 16 lb. 6 8 oz. to 18 lb. 4 oz.

Salt, 2 annas per seer.

Red jowari, 7 seers, *i.e.*, 25 lb. 8 8 oz. per rupee.

Yellow, $6\frac{1}{2}$ seers or 23 lb. 11 6 oz. per rupee. (There is plenty of yellow jowari to be got.)

(4) *Kapergaon Poor-house.*

Inspected 9th August.

41. The best white cholam is used in the poor-house. As the ration is held to be insufficient, the Charitable Fund supplements the Government ration by giving one-half more flour than allowed by Government. Vegetables are obtained by omitting chillies, which are not cared for locally.

(4) *Savalvihar Relief Works.*

Inspected 9th August.

42. Up to the middle of March the price of wheat was allowed for workers—a matter of importance as to the use of the D ration in this taluk. Since this the best white jowari has been the basis.

43. The rate at present is held to be 15 lb. 2 oz. The D wage, therefore, is As. 1-10.

44. All are subject to fine below minimum including children.

What is best
white cholam
is the only
cholam available
locally? JH

Did he obtain any
authoritative
info why this was
introduced, just was
not? JH

Who says "best"
JH

But if
was a
was JH

45. Up to the 15th April the "ticket system" was employed, and since then the gang system is practised. For each cubic foot over the D task 3 pies are paid; but men who break stone for the gangs receive A wages, and those who quarry receive the B wage. The D wage is confined to the metal-breaking gangs.

The following is the composition of a D gang:—

Mukkundum Bhavani Vali Rama—

- Two men for breaking stone at the A wage.
- Four men for quarrying stone on the B wage.
- Eleven men breaking metal, D wage.
- Seven women distributing chips, D wage.
- Twenty-four women breaking stone, D wage.
- Fifteen children on the minimum rate for children (the B rate).
- Five children without teeth (cash allowance).

46. Camping here is voluntary and this results in there simply being sufficient accommodation for those who come from distant villages. The majority are said to be inhabitants of villages within $1\frac{1}{2}$ miles radius.

47. It is the opinion of the Assistant Collector on special famine duty in this area that, judging by the condition of the people in the surrounding villages, the D wage is merely supplemental to their ordinary means of existence. In this connection, it must be remembered that the taluk of Kapergaon grows at much profit wheat which it sends to the Bombay market in lieu of jowari, its former chief crop, and that in ordinary times the profit is considerable. At the present moment according to the Mamlatdar, wheat, second sort, is cheaper than white cholam, best sort, in the proportion of 13 to 12.

48. *Classification of Workers*—Men 1,408, women 2,007, working children 916, non-working children (infants without teeth) 326.

49. In the kitchen there are 652 children, of whom 351 remain in the kitchen for their food, and 301 receive 6 oz. of bread and return with their mothers direct.

50. If men come on the work without means, they receive from the civil officer 1 lb. to 2 lb. of flour as that officer may think necessary, at the cost of the Charitable Fund till they receive their wages, which are paid weekly only.

51. Onions here cost 1 anna per 80 tolak seer.

Vegetables were being sold freely at the camp bazaar. The Bhils are said to be experts in finding suitable wild greens that can be eaten. Every rest day the Bhils go to the river Gódavari and fish with the view of adding to their diet by drying the fish so obtained. The Bhils are also said to supplement their food by robbing in the neighbouring villages. It is not unusual for a Bhil to depart from the works for a period of two or three weeks.

52. In twenty cases examined as to the nature of the food eaten, there were found four cases of wheat—three of cumbu and the rest jowari.

53. No fine can exceed 2 annas per week. Old and emaciated persons are not fined.

54. Persons found failing in strength on the work are sent to the kitchen where they may receive extra diet, if necessary, and if they do not improve, they are sent to the poor-house.

55. Emaciated infants are sent to the kitchen with their mothers who receive the diet plus one anna per day from the Charitable Fund and condensed milk for the children. The mothers are not required to work.

56. On arrival of a family the special civil officer ascertains if they have means to purchase food and other necessities for camp life. If they are weakly, he pays each adult Rs. 3 and each child Rs. 1-8-0 from the Charitable Fund. If they are not weakly, the sums are limited to one-half those stated.

57. Kitchens were first opened in March. Prior to this, wages were given to non-working children. Non-working children—except infants without teeth in both jaws—are now fed in kitchens.

58. Throughout the district the classification of gangs is with respect to individual capability, that is, gangs are of mixed A, B and C classes.

59. Up to the 12th July, all adults fed in kitchens received 10 oz. and all children 6 oz. rice in addition to the Government ration. This cost was met from the Charitable Fund. Since that date, the additional allowance has been restricted, under orders by the Bombay Government, to weakly persons.

(5) Bijapur Town Relief Works.

Inspected, 10th August.

60. In Bijapur town the Charitable Fund Committee maintains a shop where cholum is sold at 21 lb. per rupee, against 14 lb. the supposed bazaar official rate. There exists some uncertainty about this, but it was stated by the overseer that the price of grain wages for the works was fixed by him at a mean between these prices.

61. The strength of these works on the day previous to inspection was 1,500. All are on the D wage. It was found that the idea was more to use this as a temporary means of relief than as a permanent work, the object being to collect the people and maintain them till they could be drafted off to large works. This accounted for the laxity as to task.

62. *Prices in Bijapur Bazaar*.—Culti, $5\frac{3}{4}$ seers per rupee (seer = $3\frac{1}{2}$ lb.) or 18 lb. 13 oz. per rupee; yellow cholam, $4\frac{3}{4}$ seers, or 16 lb. 10 oz.; poor cholam, $5\frac{1}{4}$ seers, or 18 lb. 6 oz.; white cholam, $4\frac{1}{4}$ seers, or 14 lb. 14 oz.; 1st-sort white cholam, $4\frac{1}{4}$ seers, or 14 lb. 14 oz.; ragi, $6\frac{3}{4}$ seers, or 23 lb. 10 oz.; dal, $3\frac{3}{4}$ seers per rupee; chillies, 2 annas per 20-tolah seer; salt, 7 seers per rupee ($3\frac{1}{2}$ lb.); tamarind, one (20 tolaks) seer per rupee; onions, one (20 tolaks) seer, $\frac{1}{2}$ anna. By weight, 14 oz. salt cost As. 7-6; oil, one (20 tolaks) seer, As. 1-9.

63. The people here are in reality more in the habit of using ragi than cholam which is the basis officially fixed for the 'grain-equivalent.' Indeed, on the works, none of the people were found using cholam.

64. Under a recent order of the Superintending Engineer which the Collector has protested against, gangs have during the last two weeks been fined below the minimum; cases have come to Collector's notice in which only As. 6 have been left for the support of a man during one week.

(v) The Bijapur Poor-house.

Inspected, 10th August.

65. The supposed strength of the poor-house is 59; but on calling the roll, of ten men, three were absent; of seventeen women, four were absent; of twenty children, five were absent. At time of calling the roll the evening meal was ready for distribution.

The strength stated also does not accord with the indent made which was as follows: 8 men, flour 8 lb.; 15 women, 13 lb. 2 oz.; 16 children (of 7-12 years of age, 12 oz.), 12 lb.; 20 children under 7 (at 6 oz. each), 7 lb. 8 oz.; or a total of flour 40 lb. 10 oz. The Superintendent says, however, he in reality only asked for 37 lb. and 4 oz.

66. The grain is brought and stored in bulk. It is issued for grinding at the Superintendent's discretion. When returned no calculation is made as to wastage, but it is seen that the actual weight of flour directed by the Code is issued.

67. The cakes were found to weigh 8 oz. each. This would represent about 6 oz. of flour. They were issued indiscriminately to men or women without the calculation of their respective diets being taken into account.

68. For the first ten days after confinement the nursing mother gets the usual country medicines and special diet, viz., wheat flour lb. 1-5, jaggery 18 tolahs, dry cocoanut $\frac{1}{2}$ seer, ginger 3 pies worth, pepper and nutmeg 3 pies.

69. Without extra food in this kitchen, Lumbadies have been grinding jowari for the last twelve days. Two women with one grind-stone are required to turn out 7 lb. grain—a mere nominal task.

70. Up to the 12th July, all inmates used to get 4 oz. extra rice per child and 7 oz. per adult from the Charitable Fund. Under orders by Government this has been stopped and such aid is given only to weakly persons.

Telgi Relief Works.

Inspected, 11th August.

71. Total strength of camp, 618.

Infants without teeth, 24.

Nursing mothers, 14.

Non-working children in kitchen (unknown on works correctly)—about 60.

Working boys 7—12, 73.

Working girls, 7—12, 91.

Men and women according to class for wages—

Men—A class, 9; B, 85; C, 68.

Women—A class, nil; B, 180; C, 63; D, 5.

72. For breaking stones into chips 30 cubic feet, A class wage is allowed. The B class wage is given for quarrying 10 cubic feet of stone; C men take gravel from the quarry. The latter is labour that cannot be tasked. B class women break $3\frac{1}{2}$ cubic feet metal, C class women $2\frac{1}{2}$ cubic feet.

73. The work was opened six to seven months back, but the kitchen attached to the Huvinuppah road to the work was not in existence till April and that to the Telgi work till the 22nd May. Prior to these periods all non-working children allowances were paid to the parents. The "teeth in both jaws" order is now in force here.

74. On the day previous to the rest day, the dry rations of children are issued to their parents and no cooking is performed in the kitchen.

75. If the special civil officer finds a worker looking thin, he can send him to the kitchen where he will be supplied with food in addition to wages he earns.

76. A woman is held to be a nursing mother and therefore entitled to the A male adult wage until the infant has "teethed".

77. The Assistant Engineer, if he finds a person not in good condition, may supplement his wages by an addition from the Charitable Fund—usually by Re. 1 per week—until the man arrives at a fit condition.

78. On the 9th August there being delay in payment, full wages were allowed though the work fell below the task.

Telgi Kitchen.

Average strength (2—7 years of age children) for the day of inspection was $50\frac{1}{2}$.
Adult dependants, 3.

Seven non-working children above 7 and below 12 years of age.

79. The ration here is raised from 16 oz. to 24 oz. for the men, and from 14 oz. to 1 lb. 4 oz. My notes are dubious on this point; but it is presumed this increase is only on account of persons actually engaged on duties in the kitchen. The Charitable Fund contributes vegetables for this kitchen.

80. All weakly children receive 6 oz. and adults receive 10 oz. rice, in addition to the kitchen ration, at cost of the Charitable Fund.

Bagalkot Kitchen near Godankeri, Bagalkot.

Inspected, 12th August.

81. This kitchen was in process of formation having been recently transferred. The Superintendent, therefore, was not in a position to give precise information on all points as to accounts. Here rice 6 oz. are given to all weakly children twice weekly, in addition to the ordinary kitchen diet. This used till quite recently to be given to all persons at cost of the Charitable Fund. Extra milk is supplied by the Charitable Fund.

82. According to the special civil officer, when a man is found to be failing in strength on the works, he is first put on D wages without task, and, if he shows no improvement, he is sent to the kitchen where he gets hospital comforts from Government and 8 annas per week from the Charitable Fund. Several workers have been supplied with blankets on the works from the Charitable Fund.

83. A nursing mother is held to be entitled to receive A adult wages without work till her infant has teeth in both jaws.

84. On the work on this road, the D class are not fined, neither are working children.

Godankeri Village.

Inspected, 12th August.

85. Prices.—Jowari, second sort, in bazaar 18 lb., jowari such as used for the official rate 16 lb., dal 7 (80-tolah seer) per rupee, oil $10\frac{1}{2}$ seers (per 20-tolah seer) per rupee, chillies (20-tolah, seer), $1\frac{1}{2}$ annas (bad) and 2 annas (good), tamarind 9 pies per seer of 20 tolahs.

86. The indulgence as to nursing mothers is not confined to instances on the works. If the relief Mamlatdar finds a pregnant woman in the village, he may give from Government funds Re. 1 for medicine, plus Rs. 2 from Charitable Fund for subsistence, plus the grain dole, plus adult A wages for a nurse for ten days.

General remarks.

The following are Government Resolutions that bear on the subject of rations in the affected districts generally:—

Famine.

PROPOSAL to substitute milk for other rations in cases of children which, owing to their tender age, are unaccustomed to any other food.

No. 988-FAM.

REVENUE DEPARTMENT.
(Famine.)

Bombay Castle, 31st March 1897.

"The theory I suppose is that where the child is under twelve months of age it can be supported entirely on its mother's milk, and that as no expenditure is necessary on this account no wage need be given for the child. But as a matter of fact many of the women who are working most of the day in the open air have very little milk to give the children, and it is in such cases that I would ask permission to supply milk from the kitchens lest the condition of the children deteriorate. The daily allowance need not cost more than six pies for each child so treated."

and observes as follows:—

"2. The undersigned concurs with Mr. Barrow and thinks that milk should be substituted for other ration in cases where children cannot be fed on the ordinary rations." the Commissioner remarking that to avoid hardship he is requesting the Collector in anticipation of Government orders to substitute milk in cases of children which owing to their tender age are unaccustomed to any other food.

87. Resolution.—There is no objection to the adoption of the course proposed where it is found practicable without undue increase of cost.

Famine.

SCALE of extra diet, &c., in cases in which women on relief works and those on gratuitous relief by the dole in their own homes are delivered of children.

No. 794-Fam.

REVENUE DEPARTMENT.
(*Famine.*)

Bombay Castle, 9th March 1897.

Letter from the Sanitary Commissioner for the Government of Bombay, No. T.F.—405, dated 24th February 1897:—

"With reference to Government Resolution, No. 167-Fam., in the Revenue Department, *Famine*, dated 16th January 1897, I have the honour to report that upon enquiry I find that the treatment of women after delivery varies in different districts slightly, but on the whole it will suffice if for the first three days she is allowed per day 1 lb. of wheat or jowari, whichever is the custom, 12 tolahs of jaggery and 1 tolah of ghee. An allowance has also to be made for the country medicine usually taken after confinement. Fuel is also required and a nurse for ten days. From the fourth day the woman begins to take her usual food and can be put on the nursing mother scale."

88. Resolution.—Copies of the Sanitary Commissioner's letter should be forwarded to the Collectors of affected districts for information and guidance.

Famine.

TREATMENT of cases in which women on relief works are delivered of children at a distance from a hospital.

No. 842-Fam.

REVENUE DEPARTMENT.
(*Famine.*)

Bombay Castle, 15th March 1897.

Memorandum from the Commissioner, C. D., No. R.—1321, dated 27th February 1897—Submitting for orders a letter No. D—815, dated 24th idem, from the Collector of Sholapur, who states that as the orders conveyed in Government Resolution, No. 167-Fam., dated 16th January 1897, do not meet the case of women confined at a distance from a hospital, he has issued the following circular dealing with such cases:—

"Women on relief works, who are unable to work owing to approaching or recent confinement, should—

(a) either be treated under Section 132 of the Code by the Medical Officer if there is one at hand,

(b) or should receive the cash allowance for adults of class A under section 74 of the Code. In the latter case, the Special Civil Officer may in addition provide from his permanent advance any absolutely necessary articles of diet which the allowance will not cover or of clothing."

and observes that the instances in which women cannot be treated in hospitals owing either to distance or to there being no hospitals on the work are much more numerous than those which can be treated under section 132 of the Famine Code: the Commissioner observing as follows:—

8. "Owing to the dearth of medical subordinates they cannot look after such cases in every instance. Mr. Morison's orders seem to meet the difficulty, but in the Poona district I believe Special Civil Officers have been authorized to make payments of Rs. 4-7-6 for ten days according to paragraph 3 of the letter from the Collector of Bijapur quoted in the preamble of the Government Resolution referred to by Mr. Morison."

Resolution.—Clause (a) of the circular issued by the Collector of Sholapur is in accordance with the orders contained in paragraph 1 of Government Resolution, No. 167-Fam., dated 16th January 1897. With reference to clause (b) the Collector should be referred to Government Resolution, No. 794-Fam., dated 9th March 1897.

Famine.

Relief of non-working children and nursing mothers.
Compulsory residence in camps provided on relief works.

No. 751-Fam.

REVENUE DEPARTMENT.
(*Famine.*)

Bombay Castle, 6th March 1897.

Resolution.—Government are unable to accept the suggestion of the Commissioner, S.D., that a nursing mother if required to work should receive an allowance on account of the child in addition to the allowance for an adult male of class A. Under it the wage would be the same whatever amount of work was done, and there would be no inducement to perform more than a minimum of work. It is no doubt anomalous that a woman who is required to work may receive less than one who is not, but this would be the case only in the event of the work done being of the two lowest standards. Section 74 is intended to be applied only to such mothers as are somewhat enfeebled by nursing, as will ordinarily be the case in the earlier period. As women of the classes employed generally suckle their children till the completion of the second year, all nursing mothers cannot be relieved of work. Where there is a medical officer, he will decide what women are fit for work; elsewhere the point will be decided by the Special Civil Officer, and as a rule those whose children have teeth should be understood to be fit for work. The nurses in charge of non-working children should be selected from nursing mothers.

2. With regard to paragraph 5 of the memorandum of the Commissioner, S.D., Government think that it would be of doubtful expediency to lay down a rule in the terms suggested, and there should be no distinction as regards this point between the treatment of workers and non-workers. But attention is called to Rule 2 in Appendix IV of the Code. Where camps have been provided, residence in them should be made a condition of relief of any kind at the works where the camps are. Even where it has not been possible to construct huts, the people employed with their children should be required to live near the works if any reasonably satisfactory arrangements can be made for their residence there by themselves or on their behalf, and in no case should either workers or their children be permitted to travel backwards and forwards so much as 5 or 6 miles.

Famine.

Proposal to give gratuitous relief to children attending schools in the Bijapur district whose parents are unable to support them at home or are employed on relief works.

No. 1082-Fam.

REVENUE DEPARTMENT.
(*Famine.*)

Bombay Castle, 22nd April 1897.

93. Resolution.—There is no objection to the adoption of the proposal, provided the conditions that the children to whom the dole is given are unfit for work and that their parents are employed on famine-relief works or are gratuitously relieved and are unable to maintain them are strictly enforced.

Famine.

Payment of hospital servants selected from relief workers.

No. 1456-Fam.

REVENUE DEPARTMENT.
(*Famine.*)

G.R., No. 1286, Revenue, dated 7th June 1896.

94. Resolution.—The term "professional labourers" was used in Government Resolution, No. 1180-Fam., dated 14th ultimo, in the sense of persons who are accustomed to earn their livelihood by rough manual labour and, no doubt, would be generally so understood. The Government of India defined "inefficient labour" as that of persons unaccustomed to work, and

there is no reason for supposing that they regard women and children as the only "inefficients." There appears to have been no misinterpretation of the order of the Government of India and no need for any modification of the order.

Bombay Castle, 15th July 1897.

Letter from the Sanitary Commissioner for the Government of Bombay, No. T.F.—1723, dated 8th July 1897.

"I have the honour to bring to the notice of Government that a question has arisen as to the payment of hospital servants who are provided from among relief workers (Government Resolution No. 281-Fam., dated 26th January 1897, in the Revenue Department, Famine).

"2. I suggest, as these men are famine relief-workers and require at least weekly payments, that the Special Civil Officer be directed to pay them, and at the end of each month send me a detailed contingent bill through the medical officer for my countersignature.

95. "3. I propose the scale of wages for hospital servants taken from among relief-workers be class A."

Resolution.—The Sanitary Commissioner's proposals are approved and sanctioned.

(Signed) A. M. T. JACKSON,
Under Secretary to Government.

To the Survey Commissioner and Director of Land Records and Agriculture.
" Commissioner, C. D.
" " S. D.

SECTION II.

ESTABLISHMENTS FOR RELIEF WORKS CAMPS.

SHOLAPUR DISTRICT.

Doddi Camp Establishment.

Inspected, 4th August.

1. On the 30th July (the latest date available for information) the total inhabitants were 1,012 adults and 438 children and infants.

The establishment was as follows:—

- 1 superintendent, Rs. 10.
- 5 village police, at As. 3 per day (*plus* dole to families during absence).
- 1 police constable, Rs. 7 (?).
- 10 mangs on B wages.
- 1 bhangi, at As. 4 per day.
- * 37 watermen on B class wages.
- 2 lamp-lighters on C class wages.

The cost of camp establishment per head is therefore As. 3-4-3 per month, excluding cost of doles to families of village police during their absence.

Barsi Road—Pandharpur—Songola Relief Works—Section No. 1.

Inspected, 6th August.

2. There are three camps in this section. Their respective populations are as follows:—Pudasali camp 985, Laul camp, 1,766 and Barsi camp, 5,895. These numbers do not include children and infants. It not being possible at time of inspection

* Mr. Rama Rao's notes show this number as 3.

to ascertain the exact establishments for each camp, the following facts showing the general principles as to establishments for conservancy and water-supply were noted:—

At Laul camp there are six village police on A wages *plus* As. 1-6 per day. For each three village police there is usually one constable of the regular police employed.

At Barsi road the village police are 25.
At Pudasali there are 3.

For digging and filling conservancy trenches in these camps, it is usual to allow 2 males and 2 females per thousand of the population on A wages. These persons are not expected to touch the excreta, but to prepare trenches and fill them in with earth. The hospital is provided with a toty on Rs. 9.

At every well are bullocks with mots; for one pair per day Rs. 2 is paid.

At Barsi road there are three wells in use with three pairs of bullocks.

There are also eight carts drawn by a bullock each, at Re. 1 per day.

There are well watchers for each well in receipt of A adult male wages.

With each cart besides the driver, there should be one Hindu man and one or two Hindu women at the usual wages of their class to distribute water to the gangs.

For each fifty persons, that is, one gang, there is provided one chatty of the capacity of 30 gallons of water. One caste person on the lowest wages drawn by the gang is kept in charge of the water chatties to prevent pollution.

On account of the existence of cholera on the Barsi road camp, there are special sanitary peons to the extent of 1 to every 100 of the population. These are in receipt of A wages.

If no bullocks are available, one carrier of water to every ten workers is allowed. These are women.

3. The following rules are in force in the Sholapur district as to camps. In this district camp discipline is more strictly enforced than elsewhere:—

"(a) The Special Civil officers must keep themselves informed, by direct communication with the Public Works officers, of the camps where new workers can be taken on and send the new comers to such places only."

"(b) As the distance rule is now abolished, the rule as to compulsory residence in camp should be most strictly enforced. Attention is requested to paragraph 2 of G.R., No. 751, Famine, dated 6th March 1897. Special Civil officers should inform all new-comers of the rule, and at once dismiss from the work all persons who do not live in the camps."

"(c) To prevent the works being flooded with persons not absolutely in need of relief, this rule must be insisted on most strictly. All Public Works officers are requested to co-operate in enforcing it."

"(d) Special Civil officers should, not less than once a week, station a man outside each village in the vicinity of each camp to take the names of workers coming to the village at evening and form it at dawn, and dismiss all such workers."

Memo. No. D.-3954 of 22nd July 1897.

Pandharpur.

The rule that no one is to be taken on to a relief work without a *dakhla* may be relaxed to the following extent:—

Children may be taken on, without *dakhlas*, where either of their parents is already, wives where their husbands are and *vice versa*, and mothers where any of their children are.

Even though the camp at which such persons apply is closed to new-comers, the Public Works subordinates should be asked to provide work, if possible, in such cases.

(b) In addition to the above staff, for grinding flour persons are employed at a cost of 1 anna for each 14 lb. of grain they grind.

Total cost per head per day, irrespective of rations issued from the kitchen on account of establishment, is pies 1-29.

Doddi Road Relief Work Camp.

Inspected, 3rd August.

(2) The attendance here of children below seven years of age was 449. The staff for the kitchen attached to this camp was as follows:—

1 kitchen superintendent on Rs. 12.
1 karkun, Rs. 10.

(a) 4 bread distributors on A class wages (these also carry water when distribution is finished).

(b) 6 female cooks with full rations *plus* 1 anna per day.

15 nursing mothers on A adult wages acting as "nurses."

The cost per head here is pies 1-997 per day irrespective of the ration issued.

Barsi Road Relief Works—Kitchen Establishment.

3. There are 1,700 children here below seven years of age and three adult dependants.

The staff employed is as follows—

	RS.	A.	P.
8 karkuns on Rs. 10 each per month	80	0	0
1 superintendent on Rs. 15 per month	15	0	0
2 peons on Rs. 6 each per month	12	0	0
38 female cooks at As. 2-6 each per day	178	2	0
6 male cooks at As. 3 each per day	33	12	0
6 water-carriers at As. 2-6 each per day	28	2	0
42 nurses for kitchen children at As. 2-6 each per day	196	14	0
32 rakhavaldars at As. 2-6 each per day	150	0	0
Total	693	14	0

The cost per head per day is therefore pies 2-6.

AHMEDNUGGAR DISTRICT.

4. The following shows the standard scale establishment for each kitchen in this district:—

1 superintendent on Rs. 15.

1 karkun on Rs. 10.

1 storekeeper on Rs. 10.

Mess karkuns at the rate of one for every 200 inmates on Rs. 10.

(a) 1 nurse for every 30 inmates getting cooked food and one anna per day.

(b) 1 male cook and 3 female cooks for every 200 getting As. 1-6 in the case of males and 1 anna for females per day besides cooked food.

2 bhangies or scavengers to each 100 and 1 extra for fraction of 50 over 25 at Rs. 9.

2 peons for superintendent to fetch stores on Rs. 7 each.

Water-carriers as found necessary according to distance from water.

2 store-watchers on As. 2-6 each per day.

Women for grinding at 3 pies per seer of 110 tolas (1 woman is expected to do 8 seers in the day or about enough for 58 children at 6 oz. each). The same women should clean dal getting 3 pies per pyle.

Nagpur Road Poor-house.

Inspected, 7th August.

5. The total inmates are 380.

The establishment is—

1 superintendent, Rs. 25.

1 hospital assistant, Rs. 40.

1 storekeeper, Rs. 15.

2 registrars and one correspondence clerk on Rs. 12, Rs. 10 and Rs. 8, respectively.

2 peons on Rs. 5.

1 village police on Rs. 4-12-0.

10 warders, Rs. 5.

2 male bhangies, at Rs. 9.

2 female bhangies, at Rs. 5.

All persons paid monthly wages below Rs. 15 get grain compensation, at Rs. 1-8-0 per month.

15 Women acting as cooks receive 6 oz. extra flour.

(a) 6 Men acting as water-carriers receive 8 oz. extra flour.

(b) 4 Men acting as ward coolies and grave-diggers receive 8 oz. extra flour.

Excluding payment of servants by rations, the cost of establishment per head is pies 3-92 *per diem*.

Kaperwadi Camp Relief Works.

Inspected, 7th August.

6. The inmates in the kitchen are 743.

The establishment is—

1 superintendent on Rs. 15.

1 store karkun, Rs. 10.

3 mustering karkuns, Rs. 10 each.

11 nurses at one anna each *plus* food.

2 warders on A class wages.

1 bheesty with bullock, As. 14 per day.

2 bhangies on Rs. 9.

(a) Cooks—3 male on food *plus* As. 1-6; 16 female cooks on food *plus* 1 anna.

1 constable—3 peons on Rs. 7 each.

All servants in receipt of wages under Rs. 15 obtain grain compensation at Rs. 1-8-0 per month.

The total cost per head for establishment is pies 1-831 *per diem* irrespective of the ration issued from the kitchen.

Kitchen on the works, Savalvihir.

Inspected, 9th August.

7. There are 440 inmates.

The establishment is—

1 superintendent on Rs. 15 *plus* Rs. 1-8-0.

7 emaciated infants with mothers in charge (as nurses).

- (a) 5 nurses, 1 anna *plus* diet.
 2 karkuns, Rs. 10 *plus* Rs. 1-8-0.
 1 kitchen karkun on Rs. 10 *plus* Rs. 1-8-0.
 2 peons, Rs. 8½ *plus* Rs. 1-8-0.
 2 peons, As. 2-6 per day.
 2 jaglias, at As. 2-6 per day.
 3 bhangies, at As. 7-8 per day.
 (b) 10 female cooks on diet *plus* 1 anna per day.
 (c) 4 male cooks on As. 1-6 per day *plus* diet.
 2 watermen, As. 2-5 per day (B wages).

The total cost per head for establishment is pies 2-64 *per diem*, irrespective of the ration issued from the kitchen.

Kopergaon Poor-house.

Inspected, 9th August.

8. The inmates are 42, namely, 14 adult males, 13 adult females, 15 children (7 being below seven years of age).

The establishment is—

- 1 superintendent on Rs. 15.
 1 karkun, Rs. 10.
 3 peons, Rs. 5.
 1 bhangy, Rs. 10.
 1 bheesty, Rs. 6.
 (a) 2 female cooks with food *plus* 1 anna per day.
 (b) 1 male cook with food *plus* As. 1-6 per day.
 (Hospital Assistant's pay not debited).

The cost per head for establishment is pies 9-5 *per diem* irrespective of the rations issued from the kitchen.

BIJAPUR DISTRICT.

Telgi Road.

Inspected, 10th August.

9. The number of kitchen inmates varies from 90 to 100.

The establishment for this kitchen is as follows:—

	RS.	A.	P.
1 karkun on Rs. 12 per month	12	0	0
1 peon on Rs. 6 per month	6	0	0
1 chowkidar on Rs. 6 per month	6	0	0
3 watchers (2 females and 1 male) each getting A class wage	15	15	0
3 water-carriers getting A wage	16	14	0
3 grinders each getting A wage	16	14	0
2 fuel-gatherers each getting A wage	11	4	0
1 sweeper getting A class wage	5	10	0
Total	90	9	0

The cost per head *per diem* is therefore pies 6-1.

Bagalkot Road Kitchen.

Inspected, 11th August.

The inmates are 423 children.

The establishment is—

- 1 superintendent, Rs. 15.
 1 karkun, Rs. 10.
 1 karkun, Rs. 12.
 1 peon, Rs. 6.
 6 female cooks, at As. 2-1 per day.
 4 fuel-gatherers, at As. 2-1 per day.
 4 watermen, at As. 2-1 per day.
 (2 nurses pay).
 (207 nursing mothers, at A adult male wages.)

Excluding cost of nurses and nursing mothers acting as nurses, the cost of establishment per head is pies 1-48 *per diem*.

SECTION IV.

MEDICAL ARRANGEMENTS.

SHOLAPUR DISTRICT.

Doddi Road Camp.

The hospital attached to this camp consisted of sheds for general diseases and for infectious diseases. Four cases of cholera and one of small-pox were on the list of patients.

The staff was as follows:—

- 1 hospital assistant.
 1 waterman on B class wages.
 1 ward cooly on C class wages.
 1 female cook on C class wages.
 1 bhangy.

Dependants on C wages were allowed to nurse their relations.

The special famine medical establishment for the Sholapur district.—This consists of—

- 1 District Medical Officer—a Surgeon-Captain.
 1 Assistant Surgeon on Rs. 150.
 1 Senior Hospital Assistant, pay Rs. 100 *plus* grain batta, *plus* travelling allowance, *plus* As. 8 per day, famine allowance.
 1 First-grade Hospital Assistant with grain batta, *plus* famine allowance, As. 8 per day.
 1 Third-grade Hospital Assistant, pay Rs. 25 with famine allowances.
 5 Temporary Hospital Assistants on Rs. 40 each.
 5 Compounders on Rs. 12.
 1 Clerk for District Medical Officer Rs. 30 ; 2 peons ; 2 khalassies.

Tents are provided for the District Medical Officer by Government. Where a hospital assistant has much travelling, it is open to the District Medical Officer to advise an extra allowance of Rs. 15 for the upkeep of a horse. Each hospital has an establishment consisting of a toty, bheestie and puttiwallah.

Bijapur district.

The 16 works in the district have only 12 hospital assistants. There is a District Medical officer (Commissioned officer) for special famine duty.

General Remarks.

Time at disposal did not allow investigation of medical organization. The arrangements evidently closely followed those laid down in the Bombay Famine Code, under which the Surgeon-General places at disposal of the Sanitary Commissioner, commissioned medical officers and subordinates. The entire responsibility for both medical and sanitary administration in connection with famine rests with the Sanitary Commissioner. This officer has five Deputy Sanitary Commissioners under him. At least one commissioned medical officer is allowed for each district solely for famine duty. As a result, the sanitary and medical organization in connection with famine administration is on a better footing than in the Madras Presidency.

SECTION V.

PUBLIC WORKS DEPARTMENT ESTABLISHMENT.

Sholapur District.

Poona-Hyderabad Road, Section III.

1. Total charge on 30th July 1897, 2,865 workers.—

Overseer	...	...	Rs. 60 + 30
Overseer's clerk	...	...	" 13
Cashier	...	...	" 40 — 50 (engaged solely on the work.)
2 police constables on Rs. 7-8-0 each.			
6 village police, at As. 3, plus dole for family in village.			
2 maistries (ought to be three), Rs. 18—20.			
1 karkun for every 200, at Rs. 10.			
Mokadams—1 for every 50, at $\frac{1}{2}$ anna, plus A class wage.			
1 Sub-Engineer—pay to be debited to the irrigation channel and this work, Rs. 300 (?)			

The total workers being 2,865, the cost per head is 2.38 pies per day exclusive of the cost of the doles allowed to families of village police during their absence.

ESTABLISHMENT AT BARS ROAD.

2. There is a Supervisor borrowed from the Punjab in charge of section No. I which has three camps—Bars Road, Padasala and Laul Camp. The total workers on the combined works are 8,646.

PUBLIC WORKS DEPARTMENT ESTABLISHMENT FOR BARS ROAD, PADASALA AND LAUL CAMP.

Sholapur District.

Pandarpur-Sangola Railway.

	RS.	A.	P.
173 mokadams at 1 for 50 coolies, at As. 3 a day	973	2	0
44 karkuns at 1 for 200 coolies on Rs. 10 each	440	0	0
9 maistries at 1 for 1,000 coolies on an average of Rs. 20 each	180	0	0
1 head maistry for Barsi road on Rs. 30	30	0	0
1 maistry for Padasala on Rs. 15	15	0	0
2 maistries for Laul camp on Rs. 10 each	20	0	0
1 second-grade Overseer for Barsi road camp	100	0	0
1 Sub-Overseer on Rs. 35, plus Rs. 15 for Laul camp	50	0	0
1 temporary Sub-Overseer on Rs. 40 for Padasala	40	0	0
2 working mokadams (gangers) on Rs. 10 each	20	0	0
4 klasis on Rs. 7 working under the maistries	28	0	0

	RS.	A.	P.
4 writing mokadams on Rs. 8 to 10	36	0	0
1 English clerk on Rs. 20 to 25 under the Overseer.	22	8	0
5 checking karkuns on Rs. 12 to 15 for Barsi road.	67	8	0
1 store-keeper on Rs. 15 for Barsi road	15	0	0
4 klasis on Rs. 7 to 8 under the Overseer	30	0	0
1 clerk on Rs. 20 for Laul camp	20	0	0
2 checking karkuns on Rs. 12 to 15 for Laul camp.	27	0	0
2 klasis under the Sub-Overseer on Rs. 7 to 8	15	0	0
1 store clerk on Rs. 20 for Laul camp	20	0	0
2 chowkidars on Rs. 7 each for Laul camp	14	0	0
1 working mokadam on Rs. 9 for Laul camp	9	0	0
1 clerk under the temporary Sub-Overseer	15	0	0
1 store-keeper on Rs. 12 to 15 for Padasala	13	8	0
2 checking karkuns on Rs. 10 each for Padasala	20	0	0
3 camp karkuns at 1 for each camp on Rs. 15 each.	45	0	0
3 camp maistries at 1 for each camp on Rs. 15 to 20	52	8	0
1 English clerk on Rs. 25 under the Sub-divisional Officer	25	0	0
1 dufter karkun on Rs. 20—25	22	8	0
2 checking karkuns on Rs. 15 each	30	0	0
1 office peon	7	0	0
1 office klasi	8	0	0
1 Sub-divisional Officer	386	0	0

Therefore excluding the cost of the hospital establishment and the pay of the Special Civil Officer and the cost of the latter's establishment, the total cost per 8,646 workers amounts to Rs. 2,796-10-0 per month, or 2.07 pies per tasked worker per day.

PUBLIC WORKS DEPARTMENT ESTABLISHMENT.

Ahmednuggar District.

3. Ahmednuggar Taluk, Kapurwadi Tank—

	RS.	A.	P.
9 maistries, temporary and otherwise	131	7	0
1 store clerk on Rs. 20	20	0	0
1 temporary store clerk on Rs. 15 from 12th to 31st	9	10	10
Karkuns, temporary and otherwise	279	2	11
1 store chowkidar from 1st to 5th on Rs. 7	1	2	1
1 jaglia for cash-chest on Rs. 8	8	0	0
1 Do. do. on Rs. 6	6	0	0
1 jaglia, temporarily employed from 17th to 31st on Rs. 8	3	13	11
1 klasi to Lieutenant Westropp, R.E., on Rs. 8	8	0	0
5 cashiers, temporary and otherwise	146	12	4
1 clerk on Rs. 40	40	0	0
1 peon from 4th to 31st on Rs. 9	8	2	1
5 klasis, temporarily employed	4	15	2
1 Sub-divisional Officer	386	0	0
The Assistant Engineer is in charge of another minor relief work; hence only a moiety of his pay is debited to this work	300	0	0
Total	1,353	2	4

Therefore the cost of the Public Works Department establishment for 3,844 workers in the Kapurwadi relief work per month amounts to Rs. 1,353-2-4, or 2.253 pies per tasked worker per day.

PUBLIC WORKS DEPARTMENT ESTABLISHMENT.

Savavahir Works.

4. Sub-Overseer on Rs. 50, 1 store-keeper on Rs. 15, 1 temporary maistry Rs. 25, 1 road Inspector Rs. 20, 1 Supervisor who has charge of 50 miles of road Rs. 200, 1 office clerk Rs. 15, 2 peons on A wages, 18 mustering karkuns—14 on Rs. 15 each, the rest on Rs. 12, 87 mokadams on As. 3-6 per day.

The total workers being 3,119, the cost per head is 2-399 pies per day.

Bijapur District.

5. For the Public Works Department there are 2 special Executive Engineers, 4 Assistant Engineers, 2 Supervisors, 14 Overseers, 20 Sub-Overseers and maistries. The normal number in this district, when famine does not prevail, would be 1 Executive Engineer, 1 or 2 Supervisors.

PUBLIC WORKS DEPARTMENT ESTABLISHMENT—ON WORKS.

Bagalkot Road.

6. One overseer on Rs. 60, plus Rs. 30 (travelling allowance), Sub-overseer on Rs. 25, plus Rs. 15, 1 maistry on Rs. 35, 1 maistry on Rs. 15, 20 karkuns on Rs. 8 to 12, and 103 gangers on A class wages.

The total workers being 4,710, the cost per head is 1-304 pies per day.

PUBLIC WORKS ESTABLISHMENT.

Telgi Road.

7. Number of workers in Telgi-Kolar Road work—

162 men.
248 women.
164 working children.

Total ... 574

PUBLIC WORKS DEPARTMENT ESTABLISHMENT.

	RS.	A.	P.
1 Sub-Overseer on Rs. 25, plus 15 ...	40	0	0
3 karkuns on Rs. 10 each ...	30	0	0
9 mokadams—3 on As. 4 each per day and 6 on As. 3 each per day ...	56	4	0
4 water-carriers on As. 3 each per day ...	22	8	0
2 bhangis or sweepers on As. 3 each per day ...	11	4	0
1 carpenter on As. 4 per day ...	7	8	0
1 blacksmith on As. 10 per day ...	18	12	0
1 store-keeper on As. 4 per day ...	7	8	0
* The Special Civil Officer is in charge of another minor work; hence only a moiety of his pay is debited to this work ...	35	0	0
* 1 peon on Rs. 6, plus grain compensation ...	7	0	0
Total ...	235	12	0

8. The cost of establishment on 574 workers amounts to Rs. 235-12-0 per month, or 2-63 pies per tasked worker per day.

* These items should be excluded from the cost debitable to Public Works.

SECTION VI.

TASKS.

SHOLAPUR TALUK.

DODDI RELIEF WORKS—(POONA-HYDERABAD SECTION NO. 3).

INSPECTED 3RD AUGUST 1897.

1. The gangs are not classed uniformly; the object aimed at is classification of the individuals according to their ability for work. These are again, in the case of gangs engaged in excavating gravel, classified into groups known as "parties" with the headman of the party's name attached. The party is arranged so as to embrace the various duties required. An example of this system may be taken from a gang excavating gravel at the road side and spreading it subsequently, the lead being 37 feet:

Ganger Ganesh * [Nagu?].

Beemah's party—

4 men excavators on B class wages.
5 women for spreading gravel on road—C class.
7 children (3 on maximum wages and 4 on minimum wages) for carrying.

The task required for this party would be the spreading of 360 cubic feet (60' × 12' × 6") in six days.

Bimah Kistan's Party—

3 men on B class wages.
7 females on C class.
5 children (2 maximum wages; 3 minimum wages).

Task required (42' × 12' × 8") = 336 cubic feet.

Tookiah's Party—

3 men, B class.
6 females, C class.
4 children (2 maximum; 2 minimum wages).

Task required (49' × 12' × 6") = 294 cubic feet.

2. An attempt was made to ascertain how far the tasks required had been fulfilled, but it was found hopeless, as the karkuns maintained that they had laid out a five days' task and that part of this had been covered in three days' work. So far as any agreement could be arrived at, not only did neither the karkuns nor the workers understand precisely what task had been allotted, but it had not been fulfilled. However, it must be remembered that this could not be verified, and is quoted as an instance of the character of the supervision employed only.

* The Bombay system requires gangs to be arranged in groups of fifty workers; each such group is in charge of a ganger (mukudum); each four gangs is under one writer (karkun). The gangs are not known by numbers but by the names of their respective gangers.

INSPECTED 4TH AUGUST 1897.

Ganger Seti Rama Muchi.

3. The work on which the gang was employed was metal-breaking. The task as arranged for the respective classes was stated to be as follows:—

Classification—

	Men.	Women.	Children.		Total.
			Maximum.	Minimum.	
Class A	5	15	6	11	47
" B	10	15			
" C					

Task—

$7\frac{1}{2}$ cubic feet per B class man per day.
 5 " " C " "
 $2\frac{1}{2}$ " " C " woman " "
 2 " " per child.

Therefore the total task required for six days should have been 954 cubic feet thus:

$$6 \text{ times } 5 \times 7\frac{1}{2} + 5 \times 10 + \frac{5}{2} \times 15 + 2 \times 17 = 6 \text{ times } 37\frac{1}{2} + 50 + 37\frac{1}{2} + 34 = 6 \times 159 = 954 \text{ cubic feet.}$$

But a deduction to the extent of 87 cubic feet had to be made on account of absentees.

4. The work actually done during the six days was found on measurement to be $299\frac{1}{4}$ cubic feet, that is $(63 \times 4\frac{3}{4} \times 1 = \frac{63 \times 19}{4} = \frac{1,197}{4} = 299\frac{1}{4} \text{ cubic feet})$.

According to the register kept by the karkun, the amount fulfilled by the gang during the six days was 368 cubic feet. The measurement had been maintained by means of baskets. The basket used was duly measured in the presence of the overseer, when it was found that the number of baskets had been falsified to the extent of $172\frac{1}{2}$ or 69 cubic feet, at $2\frac{1}{2}$ baskets per cubic foot.

Ganger Syed Jaffer.

5. The work on which this gang was employed was metal breaking. The task as arranged for the respective class was stated to be as follows:—

Classification—

—					Men.	Women.	Children.		Total.
							Maximum.	Minimum.	
Class A	..	..	..	..	..	..			
" B	..	..	..	..	2	..			
" C	..	..	..	..	10	4	10	10	55
						19			

Task—

$7\frac{1}{2}$ cubic feet per B class man per day.
 5 " " C " "
 $3\frac{3}{4}$ " " B class woman " "
 $2\frac{1}{2}$ " " C " "
 2 " " child per day. "

Therefore, the total task required for six days should have been 885 cubic feet, thus:

$$6 \text{ times } 2 \times 7\frac{1}{2} + 10 \times 5 + 4 \times \frac{15}{2} + 19 \times \frac{5}{2} + 10 \times 2 = 6 \text{ times } 15 + 50 + 15 + 47\frac{1}{2} + 20 = 6 \times 147\frac{1}{2} = 885 \text{ cubic feet (excluding ten children, who were employed, it was said, in collecting stones—an employment that is not tasked).}$$

But a deduction of $12\frac{1}{2}$ cubic feet had to be made on account of absentees.

6. The work actually done during the six days was found on measurement to be (1) $262\frac{1}{2}$ cubic feet ($43\frac{3}{4} \times 6 \times 1 = \frac{175}{4} \times 6 = \frac{525}{2} = 262\frac{1}{2}$), and (2) 132 cubic feet ($22 \times 6 \times 1 = 132$ cubic feet), or a total of $394\frac{1}{2}$ cubic feet.

7. According to the register kept by the karkun, the amount fulfilled by the ganger during the six days was $373\frac{1}{2}$ cubic feet. The measurement had been maintained by means of baskets. The basket used was duly measured in the presence of the overseer, when it was found that the number of baskets had been falsified to the extent of $394 - 373$ or 21 cubic feet, or $21 \times \frac{5}{2} = \frac{105}{2} = 52\frac{1}{2}$ baskets.

8. In quarrying stone for metal, professional labourers (Wodders) were employed at As. 8 each per day. These men were not included in the gangs above referred to.

SHOLAPUR DISTRICT.

BARSI ROAD—PANDARPUR-SANGOLA RAILWAY WORKS.

INSPECTED 6TH AUGUST 1897.

Ganger Vittoba.

9. The work on which this gang was employed consisted of embankment, excavating, filling and carrying black soil. The task, as arranged for the respective classes, was stated to be as follows:—

Classification—

—					Men.	Women.	Children on maximum wages.	Total.
Class A	..	..	..	..	10	15	15	40
" B	..	..	..	..	..	1	..	1
" C	..	..	..	..	..	..	..	..
								41

Task.—Lead 300 feet. Task 700 cubic feet for 5th August 1897.

10. The work actually done was found on measurement to be $455\frac{1}{2}$ cubic feet ($10\frac{7}{8} \times 43 \times 1 = \frac{127 \times 43}{12} = \frac{5,461}{12} = 455\frac{1}{2}$).

According to the register kept by the karkun, the amount fulfilled by the gang was 473 cubic feet, the measurements given being $17 \times 43 \times 1$. This is on the face of the account absurd, as the product of 17×43 is 731, and not 473 cubic feet as entered in the karkun's register.

Ganger Martanda Hari.

11. The work on which the gang was employed consisted of forming an embankment, excavating, filling and carrying black soil. The task, as arranged for the respective classes, was stated to be as follows:—

Classification—

—					Men.	Women.	Children.	Total.
Class A	..	..	..	..	5	5		
" B	..	..	..	..	9	15		
" C	..	..	..	..	2	2	10	48

Task.—Lead 700 feet. Task 396 cubic feet ($44 \times 9 \times 1$ cubic feet) for 5th August 1897.

12. The work actually done was found on measurement to be $381\frac{1}{3}$ cubic feet ($8\frac{8}{12} \times 44 \times 1 = \frac{104}{12} \times 44 \times 1 = \frac{1,144}{3} = 381\frac{1}{3}$ cubic feet).

According to the register kept by the karkun, the amount fulfilled by the gang was 396 cubic feet.

Ganger Kondibera.

13. The work on which the gang was employed consisted of embankment, excavating, filling and carrying black soil. The task, as arranged for the respective classes, was stated to be as follows:—

Classification—

—					Men.	Women.	Children.	Total.
Class A	..	..	..	..	..	..		
" B	..	..	..	..	11	19		
" C	..	..	..	..	4	4	9	47

Task.—Task set out for 5th August 1897 was 320 cubic feet, that is, $40 \times 8 \times 1$ cubic feet.

14. The work actually done was found on measurement to be 323 cubic feet ($38 \times 8\frac{1}{2} \times 1 = \frac{38 \times 17}{2} = \frac{646}{2} = 323$ cubic feet).

According to the register kept by the karkun, the amount fulfilled by the gang was 320 cubic feet.

Ganger Bala Amruta.

15. The work on which the gang was employed consisted of embankment, excavating, filling and carrying black soil. The task, as arranged for the respective classes, was stated to be as follows:—

Classification—

		Men.	Women.	Children.	Total.
Class A	.. .. .	13	17	} 11	43
" B	.. .. .	2	..		
" C	.. .. .	..	..		

16. The task laid down was 480 cubic feet, that is, $40 \times 12 \times 1$ cubic feet. The work actually done was found on measurement to be 468 cubic feet ($39 \times 12 \times 1$ cubic feet).

According to the register kept by the karkun, the amount fulfilled by the gang was 480 cubic feet.

Ganger Balwant Hira.

17. The work on which the gang was employed consisted of forming an embankment, excavating, filling and carrying black soil. The task, as arranged for the respective classes, was stated to be as follows:—

Classification—

		Men.	Women.	Children.	Total.
Class A	.. .. .	4	14	} 13	47
" B	.. .. .	8	..		
" C	.. .. .	..	..		

The task was three hundred and eight cubic feet, that is, $44 \times 7 \times 1$ cubic feet for 5th August 1897.

18. The work actually done was found on measurement to be 294 cubic feet (42×7 cubic feet).

According to the register kept by the karkun, the amount fulfilled by the gang was 308 cubic feet.

General Remarks.

19. Although it was stated that the work for each individual was marked out daily, it was not possible to recognize any such marking in the case of such gangs as were examined. All that could be found were the marks that it was held had been made on the day previous. These were simply single lines in the cutting made by a pick, and could easily be removed and others placed in lieu, if falsification were intended.

20. On approaching the works at 7-40 A.M., the karkun responsible for Vittoba's gang was found mumbling the roll of names with his workers distributed about the place, and not so much as lifting his head to see whence the cries of "hazir" came. After completion of his roll-call, the list was examined, when it was found that the total on this gang should be 45, that he had marked as actually present 41, and that there were only 33 really on the work.

21. In the gang of Kundibera, one man was found absent who was marked present. It being claimed that he was working in another gang under the same karkun (Bagwan Eswant) the four gangs were assembled, when it was found that twenty men were absent, and that one man who died yesterday was marked as present to-day.

22. Working children are not allowed to carry gravel if the lead is about 500 feet.

AHMEDNUGGAR DISTRICT.

AHMEDNUGGAR TALUK.

KAPERWADI TANK WORK.

Inspected, 7th August 1897.

Ganger Devaji Amru.

23. This gang was composed as follows:—

		Men.	Women.	Children.	Total.
Class A	.. .. .	..	..	} 10	51
" B	.. .. .	18	23		
" C	.. .. .	..	..		

The work on which the gang was employed was excavation in black soil.

The task, as arranged for the respective class, was stated to be as follows:—

Lead 100 ft. and lift 1 to 5 ft.; task 720 cubic ft. for 6th August 1897, but the measurement given in the karkun's register was $33 \times 14 \times 2$. There is something wrong here, as the product of $33 \times 14 \times 2$ is 924 and not 720.

24. The work shown on the ground as actually done on two days, viz., 5th and 6th August, was found on measurement to be $609\frac{7}{12}$ cubic feet.

$$(11 \times 35 \times 1\frac{7}{12} = \frac{11 \times 35 \times 19}{12} = \frac{7,315}{12} = 609\frac{7}{12}).$$

According to the register kept by the karkun, the work fulfilled by the gang on the 5th was 319 cubic feet. Therefore the work fulfilled on the 6th must be $290\frac{7}{12}$ cubic feet, but the register shows that the outturn was $604\frac{1}{2}$ cubic feet.

Ganger Ragu.

25. This gang was composed as follows:—

		Men.	Women.	Children.	Total.
Class A	.. .. .	..	..	} 12	56
" B	.. .. .	18	26		
" C	.. .. .	..	..		

The work on which the gang was employed was excavation in black soil.

The task, as arranged for the respective classes, was stated to be as follows:—

Lead 500 feet. Task 200 cubic feet for 4th August 1897.

26. The work shown on the ground as actually done was found on measurement to be $325\frac{1}{2}$ cubic feet ($14\frac{8}{12} \times 10\frac{1}{2} \times \frac{1}{12} + 17 \times \frac{7}{12} \times 14\frac{8}{12} = \frac{44}{3} \times \frac{21}{2} \times \frac{7}{6} + 17 \times \frac{7}{12} \times \frac{44}{3} = \frac{77 \times 7}{3} + \frac{119 \times 11}{9} = 179\frac{2}{3} + 145\frac{1}{9} = 325\frac{1}{2}$).

But according to the register kept by the karkun, the amount fulfilled by the gang was 106 cubic feet.

"Gangs should be classed in that class to which it is thought their work will most nearly approximate and 1 pie extra given or 1 pie fine inflicted for every two baskets (three baskets=1 cubic foot) over or below the task required for that class as worked out above. Each gang, according to its composition, will require to have its weekly task worked out on the lines of the above which is given as an illustration.

"When the gang is classed as D class fining will not be inflicted, if the amount done approximates to the task required as above. The fact of absentees must also of course be taken into consideration in determining if the required task has been completed.

"Any fining or extra pay will be deducted from or paid to all men and women (not children) in the gang equally.

"The overseer or sub-overseer will make the measurements weekly and ascertain whether the work done entitles the gang to a bonus or necessitates the infliction of a fine according to the class of the gang, and will inform the mucedum of the gang, so that the men may know what they have earned."

KOPERGAON TALUK.

SAVALVIHIE CAMP.

INSPECTED, 9TH AUGUST 1897.

Ganger—Lutchman Ganapati.

54. This gang was composed as follows:—

	Men.	Women.	Children.	Total.
Class A	2	1	8	56
" D	16	29		

The two men in A class were hammermen, and the one woman in A class was a nursing mother getting A class man's wage without labour.

The work on which the gang was employed was metal-breaking.

The task as arranged for the respective classes was stated to be as follows:—

16 D class men at 3 cubic feet = 48 cubic feet per day.

22 D " women at 2 cubic feet = 44 " "

8 children at 1 cubic foot = 8 " "

Total ... 100 " "

or 300 cubic feet for three days.

The remaining 7 D class women being employed in carrying chips and the two hammermen (A class men) in breaking stones into chips, no task was set for these two men and seven women.

55. The work actually done for 3 $\frac{1}{2}$ days as shown on the ground was on measurement found to be $(10\frac{1}{2} \times 7\frac{1}{2} \times 1\frac{5}{6} = \frac{65 \times 15 \times 11}{6 \times 2 \times 6} = \frac{3,575}{24} = 148\frac{23}{24}$ cubic feet, or, in round figures, 149 cubic feet.

Ganger—Gopalabapau.

56. This gang was composed as follows:—

	Men.	Women.	Children.	Total.
Class A	2 hammermen.	..	..	..
" B	..	..	..	..
" C	..	..	..	..
" D	18	31	16	67

The work on which the gang was employed was metal-breaking.

The task, as arranged for the respective classes, was stated to be as follows:—

3 cubic feet per D class man per day.

2 " per D class woman per day.

1 cubic foot per child per day.

Therefore, the total task required for 3 days should have been 342 cubic feet, thus (three times $18 \times 3 + 22 \times 2 + 16 \times 1 = 3$ times $54 + 44 + 16 = 114 \times 3$).

But a deduction to the extent of 4 cubic feet had to be made on account of absentees.

57. The work actually done during the three days was found on measurement to be 148 cubic feet ($10\frac{1}{2} \times 6\frac{1}{2} \times 2\frac{1}{6} = \frac{21}{2} \times \frac{13}{2} \times \frac{13}{6} = \frac{1183}{6} = 147\frac{5}{6}$ cubic feet).

In fixing the task and in measuring the work done, no account has been taken of the work allotted to or done by the two hammermen and nine D class women, who were employed in carrying stones from the quarry.

Ganger—Bhavani Vulrama.

58. This gang was composed as follows:—

	Men.	Women.	Children.	Total.
Class A	2 hammermen.	..	..	..
" B	2	..	..	..
" C	..	..	..	..
" D	11	7+24	15	61

The work on which the gang was employed was metal-breaking.

The task, as arranged for the respective classes, was stated to be as follows:—

3 cubic feet per D class man per day.

2 " per D class woman per day.

1 cubic foot per child.

Therefore, the total task required for 3 days should have been 288 cubic feet, thus (three times $11 \times 3 + 24 \times 2 + 15 \times 1 = 3 \times (33 + 48 + 15)$).

But a deduction to the extent of 10 cubic feet had to be made on account of absentees.

59. The work actually done during the three days was found on measurement to be $138\frac{1}{8}$ cubic feet, that is $(8\frac{1}{2} \times 7\frac{1}{2} \times 2\frac{1}{6} = \frac{17}{2} \times \frac{15}{2} \times \frac{13}{6} = \frac{85 \times 13}{8} = \frac{1105}{8} = 138\frac{1}{8}$).

The above figures do not include the task set out for or the work done by the two men in A class who were employed in breaking large stones with hammers in the quarry, or the 2 B class men employed in quarrying, and 7 D class women engaged in carrying chips from the quarry.

60. The Overseer in charge of the work said that each day's work was not scrutinized, marked or measured, and that he makes measurements once a week. It was not possible to verify from his measurement sheet the quantity of work actually done in a given week as he said he had not his records with him, they having been left at his office somewhere about 7 or 8 miles from the scene of the work inspected. There are no marks on the heaps of metal already formed; stealth ought, therefore, to be an easy task. The overseer, however, relies on paid watchers.

61. When making measurements at the end of a week, one inch is allowed for sinkage under orders of the Executive Engineer.

BIJAPUR DISTRICT.

TELGI STATION.

INSPECTED, 11TH AUGUST.

Ganger Porappa.

62. This gang was composed as follows:—

	Men.	Women.	Children.	Total.
Class A ..	3	..	..	3
" B ..	41	..	..	41
" C ..	19	..	..	19
" D ..	..	..	..	..
Total ..	63	..	..	63

The three men in class A and nine men in class B were shown in the Karkun's register as having been employed in breaking into chips stones quarried by the remaining men in B class, and the task set out for these 3 A class and 9 B class men was 1,830 cubic feet for six days (30th July to 4th August 1897), the C class men being employed in digging and lifting *morum* (loose earth) in the quarry.

63. The work actually done during the six days was found on measurement to be 657 cubic feet, thus:—

$$(14\frac{1}{2} \times 11\frac{7}{8} \times 1\frac{1}{4} + 11\frac{3}{4} \times 11\frac{3}{4} \times 1\frac{3}{8} + 11\frac{1}{2} \times 9\frac{7}{8} \times 1\frac{1}{2} = 1\frac{7}{8} \times \frac{139}{12} \times \frac{5}{4} + \frac{47}{4} \times \frac{47}{4} \times \frac{5}{8} + \frac{23}{2} \times \frac{115}{12} \times \frac{3}{2} = \frac{124,405}{576} + \frac{11,045}{48} + \frac{60,835}{288} = 657\frac{183}{144} \text{ cubic feet, or in round figures } 657 \text{ cubic feet.}$$

According to the register kept by the Karkun, the amount fulfilled by the gang during the six days was 1,820 cubic feet.

Ganger Bhimappa.

64. This gang was composed as follows:—

	Men.	Women.	Children.	Total.
Class A ..	..	..	..	..
" B ..	..	..	..	..
" C ..	..	36	..	36
" D ..	..	9	..	9
Total ..	..	45	..	45

The work on which the gang was employed was metal-breaking.

The task, as arranged for the respective classes, was stated to be as follows:—

1 B class woman— $3\frac{1}{2}$ cubic feet per day.
1 C " " $2\frac{3}{4}$ " " "

Therefore the total task required should have been 151 cubic feet, thus $(36 \times 3\frac{1}{2} + 9 \times 2\frac{3}{4} = 150\frac{3}{4})$.

But a deduction to the extent of 7 cubic feet had to be made on account of absentees on 10th August. The D class women were not tasked.

65. The work for that day was found on measurement to be 53 cubic feet.

But according to the register kept by the Karkun, the task fixed was 144 cubic feet and the amount fulfilled by the gang was 60 cubic feet.

The task set for the same gang for 8th August was 153 $\frac{1}{2}$ cubic feet, one more B class woman having been admitted into the gang on that date.

The work actually done on that day was found on measurement to be 54.6 cubic feet $(11\frac{1}{2} \times 5 \times 1\frac{1}{2} = 1\frac{43}{8} \times 5 \times 1\frac{1}{2} = \frac{2,805}{144} = 54\frac{9}{16})$.

According to the register kept by the Karkun, the amount fulfilled by the gang was 60 cubic feet.

Ganger Lalu Jaffer.

66. This gang was composed as follows:—

	Men.	Women.	Children.	Total.
Class A ..	..	..	..	..
" B ..	..	51	..	51
" C ..	..	6	..	6
" D ..	..	..	..	..
Total ..	..	57	..	57

The work on which the gang was employed was metal-breaking.

The task, as arranged for the respective classes, was stated to be as follows:—

1 B class woman at $3\frac{1}{2}$ cubic feet per day.

1 C " " at $2\frac{3}{4}$ " " "

Therefore the total task required was 195 cubic feet $(51 \times 3\frac{1}{2} + 6 \times 2\frac{3}{4} = 51 \times \frac{7}{2} + 6 \times \frac{11}{4} = \frac{357}{2} + \frac{66}{4} = 178\frac{1}{2} + 16\frac{1}{2} = 195 \text{ cubic feet})$.

67. The work actually done was found on measurement to be 64.6 cubic feet.

According to the register kept by the Karkun, the amount fulfilled by the gang was 60 cubic feet.

All the above measurements were taken in the presence of the overseer in charge of the work, and it will be seen therefrom that in all the three cases tested the quantity of work turned out by each of the metal-breaking gangs was put down at 60 cubic feet—evidently a standard and convenient figure—while the actual measurements showed 53, 54.6 and 64.6 cubic feet, respectively.

General Remarks.

68. In Imam Hajee Sahib's gang at 3-15 P.M., 7 men were found absent, excluding the mukdum himself, who is said to have been sent with a telegram to the railway station which is within a few hundred yards of the work spot.

69. The work of the A class men cannot be shown in the quarry. The results of measurement of the united efforts of the A and B class are shown above. The C class being employed solely in removing loose gravel from the quarry, their work could not be shown as tasked labour.

The metal-breaking is conducted in a very neat manner. The workers sitting classed into gangs at regular intervals in a square. Opposite each gang is the work fulfilled, day by day and each heap is marked by a raised line of metal showing the date. Each worker is taught to pile the broken metal in a regular square so as to be able to judge of the proportion of task being fulfilled.

The overseer is not provided with a tape but uses a stick for measurement; hence he attempts to account for mistaking 53 cubic feet for 60 cubic feet.

70. The few D class persons employed here break metal, but the work is not tasked and goes to swell the amount fulfilled by the tasked workers.

71. In fining a gang, all are not fined; certain are excepted according as the overseer may, from his individual judgment, consider they have worked.

72. In making change from earthwork to metal-breaking in the first two weeks, there was no fining, because the people were held not to be accustomed to metal-breaking.

Individual fining is aimed at, and according to Superintending Engineer's order during the last fortnight, fining when inflicted has been at times below the minimum wage. Against the exercise of this right, the Collector has appealed to Government.

73. Three Karkuns present were examined as to knowledge of their duties. Only one understood anything about measurement.

Bijapur Town Works.

Inspected, 10th August.

74. It was held by the overseer that the tasks were marked out daily; but no evidence of such action could be obtained, and it was obvious that, although the workers did do some work, it was precisely as much as they chose to do individually, or the mukudums chose to enforce. In short, the work was really fulfilling what was claimed for it; that is, it formed a depôt for drafting workers elsewhere and rather than let all remain idle on the D wage, a certain show of work was enforced.

Bagalkot Road Works.

Inspected, 12th August.

75 By a mistake of the Mamalatdar's this morning was spent on a road where the rest day was taken by the workers. Time was therefore not found for examining more than one gang.

Lingapah Jussapah's Gang.

76. No task was marked for this gang for this day; but it was held that each gang knew what work it had to do, and in any case the gangs were but newly formed and matters were in confusion. On the roll being called, there were found two absentees among the men. Roll-call had not been accomplished at 2-45 P.M.

SECTION VII.

FINES.

SHOLAPUR DISTRICT.

Doddi Road Works.

1. The following instances of fining are quoted from returns selected by the Sub-Engineer to illustrate the system employed:—

Gang A-8—Classification of Workers.

		Men.	Women.	Children.	Total.
A		10	4	} 24	79
B	.. .. .	10	29		
C	.. .. .	..	2		
D	.. .. .	..	..		

Rupees 63-11-3 should have been earned for six days if the full task had been done and if no fines had been inflicted. But, on account of short work, the gang was fined Rs. 7-10-6, the amount actually paid to the coolies for six days being Rs. 56-0-9. To this add wages for rest day Rs. 7-8-9; therefore the total amount paid for seven days was Rs. 63-9-6. According to the Sub-Engineer in charge of the works—

B class men were fined at the rate of 2 annas;
C " " " of 9 pies; and
B class women at the rate of 1 anna 4 pies for the whole week.

Gang B—Classification of Workers.

		Men.	Women.	Children.	Total.
A		5	3	} 12	55
B	.. .. .	7	28		
C	.. .. .	..	..		
D	.. .. .	..	..		

should have earned but for short work Rs. 45-12-11 for six days.

But on account of short work it was fined Rs. 5-9-1
Therefore amount actually paid for 6 days was ,, 40-3-10
Add amount paid on account of rest day ,, 5-10-2
Total for the week ,, 45-14-0

The B class men were fined at annas 2.
" C " " at anna 1.
" B class women " at annas 1-4.
" C " " at " 1-4.

in some cases and 1 anna in others so as to bring the wage down to minimum, and children at 2 annas 5 pies in some cases and 3 annas 5 pies in others.

Gang C—Classification of Workers.

		Men.	Women.	Children.	Total.
A		11	13	} 23	67
B	.. .. .	6	8		
C	.. .. .	..	6		
D	.. .. .	..	..		

This gang should have earned Rs. 63-10-9 for six days—
But on account of short work it was fined Rs. 9-9-1
Therefore the amount paid for 6 days was ,, 54-1-8
Amount of Sunday wage ,, 7-2-5
Total for the week ,, 61-4-1

The rates of fines were—

2 annas for each A class man.
1 anna 10 pies for each A class woman.
2 annas 3 " B " man.
2 " 4 " B " woman.

As. 1-4 for each C class woman in some cases and 1 anna in others, and from As. 4-6 to As. 2-3 per child.

2. The fourth gang being composed solely of C class coolies should have got for six days Rs. 51-14-8.

But it was fined on account of short work, Rs. 5-12-8.
Therefore the amount paid for six days was ,, 46-2-0.
Amount of Sunday wages, Rs. 2-4-10.
Therefore the total amount for week, Rs. 48-6-10.

The rates of fining are 1 anna for man, from As. 2-1 to As. 2-6 in the case of women, and from As. 3-1 to As. 3-9 in the case of children. All the men in this gang were not fined.

3. Gang D being composed solely of C class, workers should have earned Rupees 56-6-0 for six days.

But it was fined on account of short work, Rs. 7-3-0.
It was therefore actually paid for six days ,, 49-3-0.
The Sunday wage was Rs. 5-7-2.
Therefore total amount paid for whole week, Rs. 54-10-2.
The rates of fining were—

As. 1-6 per man,
" 2-6 " woman,
and from As. 3-6 to As. 4-6 in the case of children.

4. Gang E should have got for six days, Rs. 47-3-2.
But on account of short work it was fined ,, 4-15-2.
It actually received for the six days, Rs. 42-4-0.
Amount of Sunday wage was Rs. 4-4-2.
Therefore total for the work was Rs. 46-8-2.

Each B class man was fined As. 2;
 " C " " " " 2;
 " C class woman was fined As. 1-4; and
 children from 1 anna to As. 2-5.

5. All these gangs were employed in metal-breaking.

The Sub-Engineer in charge of the work said that in fixing the rate of fines for short work, he took into account the number of baskets of metal broken by each worker on each day, and he laid great stress on this system as he considered the individual worker could be thus reached. But as shown in Section VI dealing with tasks, the quantity of work was found to be incorrectly registered by the Karkuns when tested by actual measurement. All the nominal muster rolls produced for inspection in connection with the fining in the cases above referred to related to one and the same week. Others could not be examined as the Sub-Engineer said that they were not available in his office, they having been sent to the Executive Engineer.

Barsi Road.

6. The accounts selected by the Supervisor in charge of the Barsi Road relief-work (railway embankment including excavating, filling and carrying) to illustrate the system of fines inflicted for short work were examined with the following results:—

Ganger Mahadev Baghavan.

Week ending 14th July 1897—

Total task for six days	...	...	...	...	4,340 cubic feet.
Work done	...	...	...	...	4,340 "
Difference	...	...	...	...	—

No fines.

Week ending 21st July 1897—

Task for six days	...	...	...	...	4,708 cubic feet.
Work done	...	...	...	...	4,444 "
Difference	...	...	...	...	264 "

No fines on account of rain.

Week ending 28th July 1897—

Task for six days	...	...	...	...	4,004 cubic feet.
Work done	...	...	...	...	3,402 "
Difference	...	...	...	...	602 "

There is nothing in the accounts produced to show whether the gang was fined for short work or not for this week.

Week ending 2nd August 1897—

Task for six days	...	...	...	...	3,618 cubic feet.
Work done	...	...	...	...	3,345 "
Difference	...	...	...	...	273 "

The whole gang was fined at the rate of $\frac{1}{15}$ th of its wage, $\frac{1}{15}$ th being the ratio which the amount of short work bears to the total task allotted.

(7) Ganger Namdev-Mahadev.

Week ending 14th July 1897—

Task	...	...	...	...	2,438 cubic feet.
Work done	...	...	...	...	2,394 "
Difference	...	...	...	...	44 "

No fine for short work.

Week ending 21st July—

Task for 6 days	...	...	...	...	2,784 cubic feet.
Work done	...	...	...	...	2,696 "
Difference	...	...	...	...	88 "

No fine on account of rain.

Week ending 28th July—

Task for 6 days	...	...	...	...	2,635 cubic feet.
Work done	...	...	...	...	2,486 "
Difference	...	...	...	...	149 "

No fine on account of rain.

Week ending 3rd August—

Task for 6 days	...	...	...	...	2,662 cubic feet.
Work done	...	...	...	...	2,614 "
Difference	...	...	...	...	48 "

The whole gang was fined at the rate of $\frac{1}{15}$ th of its wage. This meant a fine on individuals as follows:—

A men 4 pies	...	A women 3 pies.
B " 3 "	...	B " 2 "
C " 2 "	...	C " 2 "

(8) Ganger Kahdir Alh.

Week ending 14th July 1897—

Task for 6 days	...	...	...	...	2,640 cubic feet.
Work done	...	...	...	...	2,508 "
Difference	...	...	...	...	132 "

The whole gang was fined at $\frac{1}{15}$ th of its wage, the short work amounting to $\frac{1}{15}$ th of the task allotted.

Week ending 21st July—

Task for 6 days	...	...	...	...	3,412 cubic feet.
Work done	...	...	...	...	3,244 "
Difference	...	...	...	...	168 "

No fine on account of rain.

Week ending 28th July 1897—

Task for 6 days	...	...	...	...	2,569 cubic feet.
Work done	...	...	...	...	2,301 "
Difference	...	...	...	...	268 "

No fine on account of rain.

Week ending 3rd August 1897—

Task for 6 days	...	...	...	...	1,702 cubic feet.
Work done	...	...	...	...	1,656 "
Difference	...	...	...	...	46 "

The whole gang was fined at the rate of $\frac{1}{15}$ th of its pay.

AHMEDNUGGAR DISTRICT.

9. In a return called for by the Collector showing the average number of workers, the fines levied and the average amount of fine, the figures are untrustworthy owing to want of knowledge by the staff employed on the works, thus:—

On an average number of 4,224, 4410 are shown as having been fined; on 914 coolies, 5,222 are shown as fined. The amount of fine is shown as Rs. 106 at 4 pies per head in the latter case. Even if the figures were reversed, in the first case, the calculation is wrong; for we get As. 1-7 as the average amount of fine per head, the total amount of fines reported as collected being Rs. 428. Of apparently approximately correct results, the following (given as quoted) are samples of fining:—

In the week ending 19th June, out of 3,119 workers 1,328 were fined, the amount recovered being Rs. 211-6-0, or on an average As. 2-4 per head; on 26th June out of 2,907 workers, 107 were fined Rs. 10-1-10, or on an average As. 1-7; on 3rd July there were 2,996 workers and none were fined; on 10th July out of 4,242 workers, 2,947 were fined, the amount of fines being Rs. 420, or on an average As. 2-3; on 17th July 329 out of 4,681 workers were fined Rs. 13, or on an average 7½ pies; on 24th July there were 4,068 workers, of whom 2,727 were fined Rs. 462, the average being As. 2-8½; on 31st July out of 4,007 workers 3,012 were fined Rs. 419, the average being As. 2-4.

10. Reporting on the works at Bilapur on 8th April 1897, the Collector states that, in all cases checked by him, the fine had not been calculated as required, but had been put down by guess, and he adds, "In good many cases tested by the Collector, the number of baskets credited did not tally with the number which the workers said had been done."

11. The following table (quoted as supplied) shows the work done and details of fines inflicted as officially reported on Nagar-Malegaon road, section B on gangs engaged in metal-breaking:—

Names.	Total task given.	Work done.	Balance not done.	Fine.			Amount of gang.	Total fine of gang.	Balance to be paid.	Reason of fine less or more.
				Men.	Women.	Children.				
				AS. P.	AS. P.	AS. P.				
(1) <i>Muralithara Bhikagi.</i>										
1. Ganapathi Vallatha Nanabhila.	612	248	364	1 9	1 9	1 9	RS. A. P.	167 8 10	39 7 0 38 0 7 36 9 6 34 12 1 18 11 5	
2. Bhavani Vallatha Ramamany.	578	162	416	2 0	2 0	2 0	5 14 4			
3. Namu Vallatha Budha	549	131	418	2 0	2 0	2 0	6 15 6			
4. Dhalia Vallatha Danimahar.	489	132	357	2 0	2 0	2 0	6 13 10			
5. Govinda Vallath Yesu	283	68	215	2 6	2 6	2 6	6 4 10			
(2) <i>Damothar Gopalu.</i>										
1. Jagmu Vallath Rama.	456	144	312	2 0	2 0	2 0	4 14 6	189 0 2	33 15 11 35 1 1 53 0 11 35 11 9 31 2 6	
2. Sahadar Vallath Kusa.	480	189	291	1 6	1 6	1 6	5 8 8			
3. Rama Vallath Bayani.	466	130	336	2 0	2 0	2 0	4 8 9			
4. Chendu Vallath Setiba	504	132	372	2 0	2 0	2 0	5 13 8			
5. Arjuna Vallath Siva.	427	154	273	1 8	1 8	1 8	5 13 0			
(3) <i>Bhagavanth Bapuji.</i>										
1. Vittu Vallath Kanhu.	630	156	474	3 0	3 0	3 0	10 14 6	147 7 2	36 15 5 31 8 6 41 5 7 36 9 8	
2. Jamavallath Kristna.	570	180	390	2 0	2 0	2 0	4 0 0			
3. Govinda Vallath Appaji.	610	224	386	1 6	1 6	1 6	5 4 3			
4. Tulasiram Vallath Dhondi.	510	168	342	2 0	2 0	2 0	8 6 7			
(4) <i>Dogadu Balakristna.</i>										
1. Thothisaji Vallath Raghu.	544	233	311	1 9	1 9	1 9	5 7 7	167 10 2	39 5 5 32 14 5 31 10 6 32 10 6 31 1 4	
2. Chenthu Vallath Mahamed.	468	169	299	2 0	2 0	2 0	5 7 8			
3. Latchman Vallath Gannu.	482	128	354	2 3	2 3	2 3	6 9 5			
4. Mahadev Vallath Kasiba.	462	173	289	1 9	1 9	1 9	4 14 11			
5. Dhimana Vallath Kasim.	477	151	326	2 0	2 0	2 0	5 10 4			

The following statement (quoted as supplied) shows fines imposed on famine labourers in part of the Irrigation sub-division from the earliest date traceable:—

Last day of week.	Khandala-Kopergoan taluka.			Davali, Baras and Belapur, Rahuri taluk.			Vadalu-Newasa taluka.			Remarks.
	Average daily attendance.	Amount of fines.	Amount of fine to each person per week.	Average daily attendance.	Amount of fines.	Amount of fine to each person per week.	Average daily attendance.	Amount of fines.	Amount of fine to each person per week.	
6th February	3,177	RS. 350	AS. P. 1 10	2,952	RS. 442	AS. P. 2 4		RS.	AS. P.	
13th "				Not traceable in Sub-divisional office.						
20th "				Not traceable.						
27th "				2,672	274	1 4				
1st March				Not traceable in Sub-divisional office.						
6th "	3,502	132	0 7	2,396	335	2 3	364	46	2 0	
13th "				2,250	191	1 5	493	33	1 1	

Sub-Conductor Rali, Sub-Engineer, Sub-Divisional officer, took over charge on the 13th March 1897.

20th March	3,711	184	0 6½	2,533	107	0 8	572	40	1 1	
27th "	3,439	292	1 4	2,266	68	0 6	628	9	0 2	
3rd April	3,435	258	1 3	2,837	70	0 4	692	9	0 2½	
10th "	3,299	193	0 11	2,658	25	0 2	725	7	0 2	
17th "	3,306	162	0 10	2,819	25	0 1½	762	8	0 2	

A new system of tasks and fines, approved by the Collector of Ahmednagar, commenced from the 17th April 1897 vide Collector's No. D. 132, dated 8th April 1897.

24th April	3,309	Nil.	Nil.	3,023	Nil.	Nil.	717	Nil.	Nil.	For extra task — Rs. A. P.
1st May	2,202	34	0 3	2,160	46	0 4	538	13	0 4	Bonus. 2 12 5
8th "	2,275	Nil.	Nil.	138	Nil.	Nil.	1,161	Nil.	Nil.	Bonus. 1 8 2
15th "	2,404	28	0 2	(Camp closed).			1,742	15	0 1½	" Nil.

12. The Sub-Engineer states, in forwarding this return "the people are quite satisfied with the present system of paying and fining and there are now no complaints being made."

BIJAPUR DISTRICT.

Telgi.

13. The accounts produced by the overseer in charge of the Telgi road-work were examined with the following results in regard to the tasks set, the outturn of work and the fines inflicted on account of short work:—

Week ending 4th July 1897—

Gang A.

Task	...	...	...	...	...	957 cubic feet.
Work done	...	...	...	...	...	546 "
Difference	...	...	...	...	...	411 "

14. B class females were fined at As. 5-6, C class women at As. 5 and C class men at As. 4-6 for short work in the week. The working children and D class adults were not fined. There was nothing to show on what principle the fines were settled.

The task was laid down for the whole gang and the work turned out by the whole gang was measured, no particulars as to the work done by each individual worker being recorded or required. Yet some of the individual workers were let off without being fined, although the rest of the gang was fined for short work. The explanation given by the overseer was that he made a concession to those individuals whom he considered worked hard. When asked how he ascertained that certain individuals worked hard, he stated that now and then he measured their work. In the particular gang above referred to, 10 B class and 2 Class women were let off without any fines, while all the others were punished for short work.

Week ending 11th July 1897—

Task set out	...	...	...	...	577	cubic feet.
Work done	...	...	...	...	387 $\frac{1}{2}$	"
			Difference	...	189 $\frac{1}{2}$	"

15. Each B class woman was fined at As. 4-6 and C class woman at As. 4-0 in the week.

16. No fine was imposed for short work during the succeeding two weeks, on the ground that some of the coolies who had hitherto been employed on earthwork and were now put on metal-breaking for the first time, and that consequently they were not accustomed to the latter kind of work.

17. For the week ending 4th August, each B class woman was fined As. 1-1 and each C class woman at pies 11 on account of the short work, which amounted to 303½ cubic feet, the task set being 621 cubic feet and the work turned out 317½

Week ending 4th July 1897—

Gang B—Composed solely of men.

Task	...	...	...	...	...	1,670 cubic feet.
Work done	...	...	...	...	...	1,519
						Deficiency
						151

18. No fine in the case of 4 A class, 23 B class and 1 C class man, while the rest of the gang was fined at Rs. 1-6 for each B class, and anna 1 for each C class man per week.

Week ending 11th July 1907

Week ending 11th July 1897—

Second Gang.

Task	...	...	...	...	...	945	cubic feet.
Work done	...	...	...	...	...	1,188	
							"
Excess	...					243	"

As in the case of the first gang, there was no fining for short work for two weeks on account of transfer of gangs from one kind of work to another.

19. For the week ending 4th August 1897 also, there was no fining, because the amount of work done was nearly equal to the task allotted as shown below:—

Task	...	...	...	...
...	...	...	...	...

Task	...	...	...	...	...	...
Work turned out	...	...	...	...	1,830	cubic feet.
	...	...	...	...	1,820	"

Bagalkot Road Works.

20. The following is a specimen of a table employed at these works for regulating fining. The table is made complete for all likely prices :—

TABLE No. III showing relief wages calculated on outturn of work proposed by the Assistant Engineer, Bagalkot Sub-Division. Grain 14 lb. per rupee.

Work done.				Men.					
				A		B		C	
				Wages.	Per cent. on full.	Wages.	Per cent. on full.	Wages.	Per cent. on full.
1				2	3	4	5	6	7
Full	..	..	A. P.	100	A. P.	100	A. P.	100	
90 to 100	..	..	3 0	96	2 9	94	2 3	91	
80 to 90	..	..	2 11	84	2 7	82	2 1	85	
70 to 80	..	..	2 6	72	2 3	75	1 11	76	
60 to 70	..	..	2 2	62	2 1	64	1 9	68	
50 to 60	..	..	1 10	54	1 9	55	1 6	58	
40 to 50	..	..	1 7	41	1 6	45	1 4	44	
30 to 40	..	..	1 3	36	1 3	33	1 0	35	
20 to 30	..	..	1 1	24	0 11	21	0 9	25	
10 to 20	..	..	0 9	15	0 7	12	0 7	14	
0 to 10	..	..	0 5	9	0 4	8	0 4	5	
			0 3		0 3		0 1		

Work done.				Women.						Children.	
				A		B		C		Wages.	Per cent. on full.
				Wages.	Per cent. on full.	Wages.	Per cent. on full.	Wages.	Per cent. on full.		
Full	..	..	2 9	100	2 5	100	2 2	100	2 2	100	
90 to 100	..	..	2 7	94	2 3	92	2 1	95	2 1	95	
80 to 90	..	..	2 3	82	2 2	88	1 10	86	1 10	86	
70 to 80	..	..	2 1	75	1 9	74	1 8	78	1 8	78	
60 to 70	..	..	1 9	64	1 7	66	1 5	65	1 5	65	
50 to 60	..	..	1 6	55	1 3	53	1 2	52	1 2	52	
40 to 50	..	..	1 3	45	1 1	46	1 0	48	1 0	48	
30 to 40	..	..	0 11	33	0 9	31	0 10	38	0 10	38	
20 to 30	..	..	0 7	21	0 6	22	0 7	26	0 7	26	
10 to 20	..	..	0 4	12	0 3	11	0 5	18	0 5	18	
0 to 10	..	..	0 3	8	0 2	7	0 2	6	0 2	6	

SECTION VIII.

PHYSICAL CONDITION OF WORKERS.

(1) RESULT of Examination of Gangs—Doddi Camp, Sholapur.

[illegible]

(2) RESULT of Examination of Gangs—Sholapur Irrigation Channel Works (Weavers on C wages).

	Total number examined.	Good.		Thin.		Emaciated.		Scorbutic.		Anæmic.		Number of emaciated infants.
		Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	
Men	13	9	69.2	3	23.1	1	7.7	3	23.1	..	..	1
Women	32	14	43.8	16	50.0	2	6.2	9	28.1	..	..	
Children	98	69	70.4	23	23.5	6	6.1	5	5.1	..	..	
Nursing mothers ..	13	9	69.2	4	30.8	..	..	..	..	..	..	

(3) RESULT of Examination of Villagers (Applicants for work) at Hattur, Sholapur District.

	Total number examined.	Good.		Thin.		Emaciated.		Scorbutic.		Anæmic.		Number of emaciated infants.
		Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	
Men	17	15	88.2	2	11.8	..	..	..	..	..	..	..
Women	..	..	..	..	..	..	..	..	..	..	..	
Children	..	..	..	..	..	..	..	..	..	..	..	
Nursing mothers ..	..	..	..	..	..	..	..	..	..	..	..	

(4) RESULT of Examination of Gangs at Barsi Road Works conducted by Surgeon-Captain Standage, District Medical Officer.

	Total number examined.	Good.		Thin.		Emaciated.		Slightly scorbutic.		Scorbutic.		Anæmic.		Number of emaciated infants.
		Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	
Men	31	24	77.4	7	22.6	..	..	10	32.3	2	6.4	1	3.2	2
Women	46	35	76.1	11	23.9	..	..	5	10.9	5	10.9	3	6.5	
Children	30	26	86.7	4	13.3	..	..	..	..	..	..	..	..	
Nursing mothers ..	1	1	..	..	..	..	..	..	..	..	..	..	..	

(5) RESULT of Examination of Gangs—Nagpur Poor-house, Ahmednagar.

	Total number examined.	Good.		Thin.		Emaciated.		Scorbutic.		Anæmic.		Number of emaciated infants.
		Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	
Men	12	3	25.0	6	50.0	3	25.0	..	..	..	..	1
Women	26	16	61.6	7	26.9	3	11.5	..	..	..	..	
Children	132	85	64.4	34	25.8	13	9.8	..	..	..	..	
Nursing mothers ..	24	19	79.2	5	20.8	..	..	..	..	..	..	

(6) RESULT of Examination of Gangs—Kaparwadi Tank Works, Ahmednagar.

	Total number examined.	Good.		Thin.		Emaciated.		Scorbutic.		Anæmic.		Number of emaciated infants.
		Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	
Men	36	27	75.0	7	19.4	2	5.6	3	8.3	3	8.3	..
Women	51	10	19.6	22	43.1	19	37.3	9	17.6	4	7.8	
Working children ..	27	17	63.0	10	37.0	..	..	1	3.7	1	3.7	
Nursing mothers ..	15	9	60.0	6	40.0	..	..	3	20.0	2	13.3	

* All children seen here were working children.

(7) RESULT of Examination of Gangs—Kopergaon Poor-house, Ahmednagar.

	Total number examined.	Good.		Thin.		Emaciated.		Scorbutic.		Anæmic.		Number of emaciated infants.
		Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	
Men	14	14	100.0	..	..	..	..	5	35.7	..	..	..
Women	22	14	63.6	4	18.2	4	18.2	..	..	..	..	
Children	12	9	75.0	2	16.7	1	8.3	..	..	..	..	
Nursing mothers ..	..	..	..	..	..	..	..	..	..	..	..	

† Of these one from Khagesh, one Nizam's territory, and one Nassik.

(8) RESULT of Examination of Gangs—Bhils—on the Savalvihiir works, Kopergaon Taluk, Ahmednagar District.

	Total number examined.	Good.		Thin.		Emaciated.		Scorbutic.		Anæmic.		Number of emaciated infants.
		Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	
Men	11	9	81.8	2	18.2	..	..	..	..	..	..	..
Women	41	35	85.4	5	14.6	..	..	..	..	..	..	
Children	22	17	77.3	3	13.6	2	9.1	..	..	..	..	
Nursing mothers ..	..	..	..	..	..	..	..	..	..	..	..	

(9) RESULT of Examination of Gangs—Mahrattas—on the Savalvihiir works, Kopergaon Taluk.

	Total number examined.	Good.		Thin.		Emaciated.		Scorbutic.		Anæmic.		Number of emaciated infants.
		Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	Number.	Percentage of total examined.	
Men	16	16	100.0	..	..	..	..	..	..	..	..	..
Women	..	..	..	..	..	..	..	..	..	..	..	
Children	7	7	100.0	..	..	..	..	..	..	..	..	
Nursing mothers ..	..	..	..	..	..	..	..	..	..	..	..	

† The total shown as inspected is small: large numbers were, however, examined and as the results were invariable, it was not considered necessary to make further notes.

AHMEDNUGGAR DISTRICT.

15. The area of this district is 6,645 square miles. The population is 888,755. Amounts sanctioned for Tagai (loans) to ryots under the Land Improvements Act—

1896-97.

	RS.
For all purposes mostly wells ...	4,96,500
1897-98. ...	
For wells ...	2,00,000
Fodder ...	1,00,000
Seed and bullocks ...	75,000
Subsistence ...	50,000
Total ...	4,25,000

Amounts sanctioned for improving water-supply—

1896-97 ...	25,000 *
1897-98 ...	20,000 †

* Some of this lapsed.

† Actual expenditure not yet known.

Amounts sanctioned for gratuitous relief in emergent cases—

1896-97 ...	2,000
1897-98 ...	2,000

16. Loans by Government have therefore been issued at the rate of Rs. 1-1-6 per head of the population for the purposes above stated during the famine period, against a normal annual total of about Rs. 15,000.

17. The following Famine Statement E for June 1897 shows the manner of spending the Indian Charitable Fund:—

"1. Private relief.—Details are not available.

The amount spent out of the Indian Charitable Fund during the month of June 1897, inclusive of that spent in Akola during May which was omitted and which amounted to Rs. 3-7-6, is Rs. 6,599-6-0. The objects for which it was used are as follows:—

	RS.	A.	P.
(1) In supplementing the subsistence ration which alone is provided from public funds by the addition of small comforts, &c., for the aged or infirm, for the patients in hospitals, &c.	1,117	6	11
(2) In providing for the maintenance of orphans.	29	14	6
(3) In relieving the numerous poor, but respectable persons ...	2,340	2	10
(4) In restoring to their original position, &c. Seed and fodder. }	2,870	8	0
(5) Miscellaneous expenditure ...	237	14	3
Total ...	6,595	14	6

18. The following exhibits the fluctuations shown in the proportion of workers to those gratuitously relieved in the Ahmednuggar district:—

10th April.

Workers ...	63,400
Non-working children and dependants ...	30,000
Poor-houses ...	141
Gratuitous "dole" ...	4,200

26th June.

Workers including "no-teeth-in-both-jaws infants" ...	32,400
Children ...	10,800
Poor-houses ...	280
Dole ...	7,800

31st July.

Workers ...	59,800
Non-working children and dependants ...	16,100
Dole ...	14,000
Poor-houses ...	1,000

19. The lowest figures were obtained after ceasing the non-working children's wages and starting kitchens.

20. The following statement for the week ending the 7th July will convey some idea of the extent to which relief is afforded to village servants and to the population according to sex:—

Ahmednuggar Taluk.

In villages.								Remarks.
Number of villages in taluk.	Number of inspection circles.	Number of villages in which relief is given.	Number relieved.				Number of deaths.	
			Men.	Women.	Children.	Total.		
1	2	3	4	5	6	7	8	9
121	3	97	3,424	2,100	1,081	6,605	5	1,904 inferior village servants. 182 Brahmans. 2,510 Kunabis. 336 Muhamwadans. 952 Mhars. 399 Mangs. 21 Bhils. 91 Vanjaris. 210 Chambhars. 6,605 Total.

Expenditure.		
On account of inferior village servants under section 60 of Famine Code	Rs.	A. P.
Do. of others under section 57 of Famine Code	234	10 0
	504	15 3
Total	739	9 3

21. The following exhibits expenditure upon children under seven years of age whose parents are upon the relief works in the Ahmednuggar taluk for the week ending Saturday 24th July 1897:—

Total number mustered during the week.			Cost of grains, &c., during week.	Previous cost.	Total cost.
Children.	Women in charge.	Total.			
Total paid in cash	31,351	28	31,379	Rs. 2,302	Rs. 57,982
Fed in kitchen	94,451	2,392	96,843	Rs. 3,861	Rs. 60,284
Total	125,802	2,420	128,222	Rs. 6,163	Rs. 118,266

22. Every Civil officer has been provided with allotments from the Indian Charitable Fund and can spend at his discretion.

23. There is but one day in the week fixed throughout the district for drafting applicants on to works. If in urgent need, they are accommodated temporarily in poor-houses.

The following statement shows the amount of advances in the Bijapur Taluk, Bijapur, from the commencement of famine.

Taluka.	Under the Land Improvement Loans Act.						Under the Tagai Rules framed under Act XII of 1884.					
	For wells.		Other improvements.		Total to date of report.		For seed.		For plough cattle.		Other purposes—fodder.	
	In week.	To date.	In week.	To date.	In week.	To date.	In week.	To date.	In week.	To date.	In week.	To date.
1	2	3	4	5	6		7	8	9	10	11	12
Bijapur ..	..	66,480	..	63,579	1,30,050	..	..	5,695	..	34,860	..	650
												41,205

43. The total loans being Rs. 1,71,255, the proportion per head of the population of the taluk is Rs. 1-10-5.

Bagalkot Taluk.

44. The charge of the Assistant Collector, Bagalkot, embraces two taluks—Badami and Bagalkot. On Tagai, subsequent to the 31st March, Rs. 25,000 and Rupees 20,000 have been spent for these two taluks. The whole advances have been for fodder and cattle. For water improvement in the whole district it is believed that Rs. 40,000 was granted by Government. For the two taluks Rs. 40,000 was obtained from Government for improvement of water-supply for human beings, &c. Rupees 1,50,000 have recently been placed at the disposal of the district in addition to former sums spent. On the Badami taluk, Rs. 15,700 *plus* Rs. 300 have been spent from the Charitable fund up to date. Here the Charitable fund has allowed the ryot who wishes to sow his land Rs. 5 per month for maintenance.

W. E. King.

D.P.H., Surgn.-Lieut.-Col.,
Sanitary Commissioner for Madras.

No. 2424
SOFFICE OF SANITARY COMMISSIONER,
Fort St. George, 26 Nov 1897

From

SURGEON-LIEUT.-COL. W. G. KING, M.B., C.M., D.P.H.,

To

SANITARY COMMISSIONER FOR MADRAS,

The

Secretary to Government
Revenue Department

Enclosure.

Sir,

With reference to my letter
N^o 2090 dated 15th October 1897, I have the
honor to resubmit my Report
with the additional information
referred to by me duly incorpo-
rated.

I have the honor to be
Sir

Yours most obedt Servt
W. G. King.

Surgeon-Lieut. Col.
Sanitary Commissioner

Revenue
Local & Munl. (1897) Department.

CURRENT No. 11007

From

The Sanitary Commission
for Madras.

Orders

The paper is with the Secretary

No. 2674
S

Rs
1-1-98

Dated 22nd December 1897.

Received 23 - 4

Registered 23 - 11

Enclosures

Spare copies



SUBJECT.

Requesting to make certain
corrections in the Famine
Report forwarded with his
letter No 2424/s of 26.11.97.

W. J. 11/12/97

BACK PAPERS.

G.O.	No.	Department.	Date.
10253	99		

FURTHER PAPERS.

G.O.	No.	Department.	Date.

No. 2674
5

OFFICE OF SANITARY COMMISSIONER,
Fort St. George, 22nd December 1897

From

SURGEON LIEUT.-COL. W. G. KING, M.B., C.M., D.P.H.,

SANITARY COMMISSIONER FOR MADRAS,

To

THE

Secretary to Government
Revenue Department

Enclosure.

SIR,

With reference to this letter N^o 2424 dated 26th November 1897, forwarding my "Report-contrasting conditions affecting wages &c," I have the honor to state that on page 4, para 7, the D wage quoted namely, 2 annas is that for males, whereas that for females, viz. 1-10 should have been used. This makes but slight difference to the actual figures, and none to the argument therein advanced. I have the honor to be

Yours most obedt Servt.

W. G. King
Surm. & Col.
Sanitary Commissioner,
Madras

No. 7286 of 1897

Sholapur Collector's Office,

Sholapur 27 January 1897.

From

J. A. A. Morris

W. T. MORISON ESQUIRE I. C. S.,

COLLECTOR AND DISTRICT MAGISTRATE,

SHOLAPUR.

To

The Sanitary Commissioner
for Madras, Madras.

Sir,

In reference to your
telegram dated 21st instant, I
have the honor to forward copy
of this letter no $\frac{2}{4458}$ dated 13
August 1897, and to be,

Sir,

Your most obedt Servt.

J. A. A. Morris
Sholapur Collector

No D/4458 of 1897

Duolapur 18th August 1897.

To

The Sanitary Commissioner
for Madras.

Sir,

As requested in your
telegram dated 17th instant,
I have the honour to state
that the official rate for
Jowari on which wages were
calculated at Barsi Road
on 5th August was 13 lbs per rupee,
and that at Duddi Kala on 2nd
August was 14 lbs per rupee. The
rate for the 4th item for the latter
station is not available.

I have &c
Sd/ W. D. Wilson
Collector

True copy
W. D. Wilson
Collector

Handwritten notes at top of left page, mostly illegible.

Large handwritten notes on the left page, including 'The Sanitary Commr. was a brief report' and other illegible text.

Handwritten notes at bottom of left page, including 'The Sanitary Commr. was a brief report'.

Handwritten note at top of right page: 'The Sanitary Commr. was a brief report'.

Dr King's report on his Bombay Visit
Letter from Dr King no 2674 d. 22 Dec 1897
from Colld of Sholapur d 27 Jan 1898
For Orders:-

Handwritten note: 'This note has been printed at the end of the report'.

Doctor King was at Bombay
Deccan on a 10 day visit in order
that he might bring to our notice
any defect in the administration
of relief there diffused from the ad-
ministrations here, Flag A
Especially with regard to the classifica-
tion of workers. The question of the
efficiency of the C & D works was
then under consideration, & he seems
to have been instructed by the Famine
Commr. to study their effect in Bombay.
He was expressly told that his report
must be brief.

*Handwritten note: 'The report now before us, with its 44 pages of descrip-
tion & 53 pages of inspection
notes, is certainly not brief, nor is it
confined to facts for, though a large
collection of interesting facts is re-
corded, they are only recorded as the
basis of his opinion. The report will be
of very little use now that the old
Famine of the Deccan has ended,
that a Famine Commission is
visiting all places where the famine
prevailed, & that the C.O. is to be
appointed to the Deccan.'*

*Handwritten note: 'The greater part of the
report is devoted to supporting the
view that the C.O. is to be
appointed to the Deccan.'*

The Sanitary Commr. sub-
mits a report of his inspections in the
Bombay Deccan which, ^{he was,} at the instance of the
Famine Commr., ~~was~~ deputed to make in G.O.
No. 611, dated 23rd July 1897. The G.O. limited
the period of deputation to ^{ten} ~~10~~ days, and
further stated that what the Govt. expected
of the Sanitary Commr. was a brief report
containing the actual facts observed by
him; and in G.O. No. ³⁹²³ ~~2879~~ dated ²⁸⁻⁷⁻⁹⁷ ~~28-7-97~~ he
was allowed to take M.R. By. T. Rama Rao, Dy.
Collr., as his personal assistant. The
visit lasted only ^{ten days} ~~10 days~~ in the course
of which the Sanitary Commr. toured through
the districts of Sholapur, Ahmednuggur and
Bijapur and appears to have inspected si-
reliet works and camps, nine kitchens and
poor houses, and three bazaars. The report
submitted is mainly confined to actual facts
and the inferences therefrom,
facts observed but it is far from brief.
The body of the report begins with a brief
account of the changes introduced
by Govt
on his recommendation last March in the

classification and wages of relief workers
~~in this case~~ and proceeds to show that
the modifications made were necessary,
that Bombay which is stated to have strictly
conformed to the Code classification and
wages without any injurious results has
not really done so, and that if one is to
judge from the experience gained in that
Presy. it must be stated definitely that the
Code wages are insufficient. The report
extending over forty-four printed pages is
followed by appendices extending over fifty-
three pages which contain the notes of ins-
pection made by the Sanitary Commr. and are
divided into 9 sections respectively deal-
ing with

- (1) the local conditions affecting wages and rations
- (II) establishments for relief works
- (III) kitchen establishments
- (IV) (X) medical arrangements
- (V) (X) Public Works establishments
- (VI) (X) tasks
- (VII) (X) fines
- (VIII) (X) physical condition of workers
- (X) (X) loans and gratuitous relief and

previously expressed opinion
that the E & D wages are
insufficient. The S. of J.
asked the S. of B. whether they had been found
where sufficient here & the
Sanitary Commr. replied that
they had. Dr. King has announced
facts which clearly prove that
the wages here were as suff-
icient as A, that the fact that
the recipients of C & D wages
of the Gratuitous ration were
in tolerable condition does not
prove that they were sufficient.
There were a vast number of
"supplements", but the Charitable
Fund & the method of cal-
culating the wages & rations were
the greatest. Each relief work-
er seems to have had a large
allotment from the Charitable
Fund, & directly a worker's con-
dition deteriorated, or a person
in the kitchen wanted something
better than the gratuitous ration,
or a mother was distressed, or a
child cried for more, the Charitable
Fund came to the aid. The wages
& rations were calculated on
the staple grain of the district,
not, as in Madras, on grain of the
medium quality & of the description
in ordinary use at the time of
payment, and, when the staple
grain got scarce & dear, the
people used a cheaper grain.
This had a great effect,
it is somewhat exaggerated
Dr. King. He always presumes
of Chotam, for instance, is

3
bought grain the wages will be
calculated on the best Chotam
& the flour of the best Chotam
as the flour of the best
Chotam, but this seems to be
based on leg C
the assumption that the quality
of the grain not being defined
in the Code, "a superior quality
of Chotam is naturally selected",
(para 10 (4)) I do not think
this assumption is legitimate,
but even if the best of the
wheat summary at para 24
letter to India etc 29/6 1906
4-5-97
Staple grain is not taken,
this calculation on the staple
grain must have had a great
effect. In Bijapur, for instance,
Dr. King found all the farming
workers eating cheaper grain
than the grain on which their wages
were calculated. There were
other "supplements" of less im-
portance. When the workers
came to the works, they were
given a donation in grain or
money as an admission. The gra-
tuitous ration included free.
Mothers & children got a little
more, ^{than in Madras} parents received many
payments for their children for
for extra work than in Madras,
& ^{there was} they had the same objection
to sending him to the kitchen, so him

private charity.
2. The starting point in the discussion is
the Sanitary Commr's memorandum printed in
G.O. No. 295, d/4-5-97, in which he stated that
that the code rations especially those of
the C & D classes compared very unfavour-
ably as regards nutrient values with those
adopted in jails and those acknowledged
by standard authorities to be necessary for
healthy existence, that the provision
made in them for vegetables for healthy
existence was altogether insufficient, that
none of the code rations was sufficient to
maintain labourers in health and strength,
that labourers did not get even these ra-
tions on account of fines and deductions
for short work, that ~~even~~ the A & B ra-
tions (i.e. full rations) could not be used
for a longer period without running a risk
of scorbutic taint, ^{that} the C ration was alto-
gether unfit for use with relief workers
on tasked labour though it might, subject
to the scorbutic taint risk, suffice for
untasked labour and gratuitous relief, that
that except in wheat-eating districts the
D ration ought not to find a place in any

4
system of relief otherwise than for penal purposes, and that the grain equivalents prescribed in the code were insufficient to procure even these inadequate rations. When writing the above memorandum, the Sanitary Commr. was under the impression that the grain portion of the rations represented unhusked grain; but as pointed out at the time this misconception did not materially affect the figures on which his conclusions were based.

3. After considering his memorandum the Govt. accepted all his conclusions and issued the following orders:-

- (1) all labourers to be placed in class A or class B and paid the corresponding wages.
- (2) the untasked and the weakly to be placed in class C.
- (3) the D wage to be used only as the penal and the minimum wage.
- (4) fining to be inflicted only in clear cases of malingering or insubordination and even then within certain limitations.

The Govt. also forwarded the memorandum to the Govt. of India with the following recommendations

in Bombay
were fewer cases in the the
child now had been fed out of
his earnings of his own funds.
The workers were allowed to
get fuel from the Govt. rations.
We can make no use of
this now, for the Govt. has decided
positively that the wages are
sufficient, & has stated that it
has abundant evidence to this
effect, not from Bombay alone,
but from every province ex-
cept Madras. Moreover, even if
the Govt. left the matter open
to argument, it might say that
the Govt. of India
K
216
30-3-97
Dr. Krip. continues with regard
to wages, & his assertions that
more extensive establishments
were maintained in Bombay are
not disproved by such figures
as we have got up to date, since
it appears from Mr. Holderness's
para that the day-unit of relief
in Madras up to the end of Sept-
cost more than in Bombay. (Mr.
Holderness says that Madras had
92,45,000 day-units & the direct
expenditure on relief was 91
lakhs so that the cost per unit was
R 0.0984. In Bombay there were
113,980,000 units & the direct
expenditure was 111 lakhs, so

Page 10 of letter 29/6 4-5-97 C
that the cost per unit was
R 0.0974)
+ There are two points in
which the Bombay Govt. greatly
differed from ours. One was
the 'Dakshat' or 'chik' of them,
under which applicants for
relief were not received in works
or in kitchens, unless they brought
a chik, stating that they were fit
objects for relief from the head
of their village. I doubt if this
would do any good or is at all needed
in the Presidency. The other
was the Classification of indi-
viduals, not by Camp. The request
as to how the classification should
be arranged has been sent out
for reports of the Govt. of India.
Dr. King points out that under
the individual classification
of them, where a husband gets the
A wage & his wife the D wage, &
his average is greater than the
C wage. Children are always
classed as C workers, & are
seldom fined, while the other
members of the family are fined.
Flag B
I will now advert to Dr.
King's recommendations at
page 44.
The treatment of
mothers & infants with out
lets.
I will have notice the differ-
ence between the Bombay &

- (a) that the D wage should be abolished
- (b) that the labourers should be ^{reclassified} ~~classified~~ in the first three ^{grades} ~~classes~~
- (c) that the wages for these classes should be being raised so as to give a sufficient margin for vegetables and where necessary for fuel. or in the alternative if these changes did not commend themselves to the Govt. of India
- (i) that in fixing grain equivalents allowance should be made for loss in husking and pounding, and
- (ii) that discretion should be given to ~~the~~ ^{should} Collectors to make allowance for fuel where necessary.
4. The Govt. of India accepted instruction (4) above ^{as defining} ~~and recommendation~~ ^{Wasteful} ~~but~~ declined to make any other changes and directed a reversion to the code classification and wages. (Govt. of India letter No. 2266 d/14-6-97) On receipt of this letter G.O. 4. 616 dated 24-7-97 was issued directing a reversion to the code classification and wages and the reduction of the gratuitous relief ^{note} ~~rate~~ prescribed

6
prescribed in section 122 of our code.

This letter has not been communicated to any

body and the Sanitary Commr. is unaware of the

arguments used therein but knows that his

conclusions as to the sufficiency of the

relief wages and rations have been called

in question and that the above orders ~~have~~ ^{are}

~~are~~ based on instructions issued by the

Govt. of India. He has however seen Govt.

of India letter No. 2864, d/ 27-8-97, in
116-8

which that Govt. forwards the result of

its reference to the Bombay Govt. as to

the sufficiency of the wages and of the

adequacy of the grain equivalents. In the

enclosure to this letter the Govt. of India

quotes the opinion of the District Medical

Officer, Sholapur, that the "D class wage is

~~"in my opinion sufficient to support a man~~

"in my opinion sufficient to support a man

"doing the amount of work required for it.

"I have known cases in which men admitted

"on the D class wage have improved then-

"solves up to A class wage which they would

able
"not have been able to do were they underfed";

and proceeds to observe that there is no

reason to suspect that the good condition

Madams of doing all
children as well as infants without
lets."

In Bombay, where women and
chief works are "not required to
work", they are to receive the A
wage for adults (Sec 124), &
apparently they are not
guaranteed "work" when they
have unweaned children, or
are in labour, or for 6 weeks after
child birth. There are other
rates for children from 1 to 12
(Sec 120 & 124) but they have been in
"both jaws" the value of these -

in G.O. 7977 (flag T)
17-9-97
ration is paid when mother in
money. From 1-12, if they are
in receipt of gratuitous relief,
they get as much of the other
items (Salt, Dal, Rice, Condiments
& vegetables) as adults. When
they go to work they never receive
less of these "other items".

In Madras, the only concession
in favour of women is, that
nursing mothers on works get a
minimum wage which is a little
higher than the C wage & a
little lower than the B wage
(Sec 120). If infants are not
suckled otherwise, they get with
nurses till they are 4 months old.
From the age of 4 months till the
age of 12 months they get a pint
of milk. Unweaned children
between 1 & 3 years get half a
pint of milk. If the officer
in charge orders it in writing.
Children above 3 in kitchens
may get a little ghee or oil.
If the Medical Officer or,
in his absence, the officer in

charge orders it in writing
(Sec 125) Besides this, all
children get $\frac{1}{4}$ to $\frac{3}{4}$
of the rations in the kitchen
or on works allowed to adults
(Sec 120 & 124), so that
they get less of the other items
than in Bombay.

There are differences
here, the general result of
which is, to show that the Bombay
treatment is more liberal. They
must be considered when the
Famine Code is revised.

II The propriety of giving
Famine allowances workmen
servants.

There can be given under
the general order about com-
pensation for the dearth of
provisions, & were given in
Madras during the late Famine.

III Making a Commission
Medical Officer available
attached to famine require-
ments, as per Sec 171 of the
Bombay Code.

Sec 149 of the Madras Code
is similar to Sec 171 of
the Bombay Code, except
that the Bombay Code assigns
the initiative & supervision
to the Sanitary Commr., instead
of the Surg. General.
I don't see how importance
can be attached to this difference.

IV Adhering to the present
policies of the report
expressed in March about the
Famine wage; and increasing

of the labourers was not due to the suffi-
ciency of the wage itself but to the fact
that they had other resources. The Sanitary
Commr. has also learnt, in the course of his
discussion with Mr. Higham that in that
Officer's opinion the D wage was sufficient

even for persons from whom work was exacted
as established by the experience in Bundel-
khand where the working women were being
paid the D wage with no other aid.

The Sanitary Commr. also mentions
(para 32 of the report)
that while addressing a meeting of the

Madras Committee of the Charitable Relief
Fund, the Hon. Mr. James observed that (in
placing all labourers in class A or class
B) this Presy. was treating its workers as
to wages with a generosity unheard of in
other provinces. The argumentative portion

of the report is mainly devoted to an ex-
amination of how far the above criticisms
and statements are correct.

5. The Sanitary Commr. begins by dispos-
ing of the case of Bundelkhand. Assuming that
that the men receive the A wage and the
women the D wage, he says that the average
earning will be between B & C, that this

does not prove that the D wage is sufficient, and that ^{more} it is necessary to know ~~to come to a definite conclusion on the question~~

Mr. Higham's notes of inspection of ^{the}~~that~~
N.W. Pa. Audubon ~~provinc~~ from which it appears that the

6. He next addresses himself to the case of Bombay, but before summarizing the results of his inspections in the it would be well to draw attention to his remarks as to how Surgeon-Captain Standage District Medical Officer, Sholapur, on whose

The maintenance of children in frame - 12.

The contribution above wages is added for the present & can only be revised when the codes are being revised. The treatment of children is noticed above.

I Raising banks 25% by a
general order without inquiring as
to the banks in particular dis-
fruits

This alludes to the General Order
No. 9. 958
16-11-97

issued in July. It did not
contain any of the raising of
baskets without some inquiry.
The famine is over now, so that
the matter need not be considered.

VI Living group who parties for different sorts of work

This is a matter for the
JRW to consider

VII. When huts for workers are provided, the building of separate huts for average families

Under Sec 28 of the Bank
Code, ^{in the case of} ~~where~~ large works, ar-
rangements for camping the
workers are ~~where~~ made, &

App IV contains hints as to
how these camps are to be
formed & managed. In our
Code Sec 113 requires the
& Presy
superior officers to make
arrangements for housing in
the case of any relief work.
There is no App. like App IV
of the Bombay Code. I think
there should be one. If there had
been, it wd have called at

Lebanon was found that was
very much neglected in the
last Census - viz the
contribution of works.

He gives 43-51 striking
points out various objections
to "Camping", & says the con-
centration of works is good at
an early stage of the famine,
but there must be relief
near all the affected villages at
a later stage, when distress has
Page 9 of his report
become serious, that the petty
ryots, with little to hand, have
to go on relief

VIII. the desirability, when
works are concentrated at
a late stage in the famine, &

Yes: but he did ^{not} withdraw
what he had stated: and
"improving" on the D wall
is quite a different thing
from its being a sufficient
minimum subsistence wage

S.K.

If providing other works "for full
your labourers with cattle
above a certain value."

This will be a matter for consideration when the time comes, but not now

IX Consideration as to
whether works can be organized, so
as not to class children as adults
or necessitate the attainment of
requirements to works.

Let it be 'complicated'.

of payment. The Bombay code prescribes that "the grain to be selected as the basis of calculation shall be ^{19.11.1896} ~~four~~ ^{four} (cholum) or bajri (cumbu) according to the local practice of consumption; whenever both grains are equally staple food grains, that grain shall be selected which is cheaper at the time of payment". Cholum is the staple food in most of the affected areas in the Deccan Dts. and in ordinary times ragi is either not available or available in small quantities; nevertheless the practice in the Deccan in the early stages of distress was to calculate wages on ragi. This was however changed in December 1896 when under the orders of the Board of Revenue the staple grain, viz. second sort or yellow cholum was allowed. By July, however, the people began to eat ragi wherever available and the wage was ordered to be calculated in many places on a mixture of cholum and ragi; and lastly towards the close of the famine, with the object of putting pressure on those not really in need to leave the works, orders were issued on to calculate the wage at ragi at all places

Para 10(1) & 10(2) of report
 of such an arrangement was proposed to be advantageous, but, as at present advised, I don't think it is feasible.
 X Advancing wages to 100 for subsistence, as is done under Sec 143(3) of the Bombay Code.

The Bombay Code alludes to the "Tajari" rules. I don't know what they are, but they can't be very different to the rules under Act 211 of 84 printed in the App. to our Board's P.O., and those for subsistence were printed under those rules during the late famine. Apparently the King does not know of their existence.

XI The desire to change the existing law like the Deccan Agriculturists' Relief Act into the Madras Famine Law, & of modifying the assessment in the Deccan districts.

This suggestion is an illustration of the saying, "ne sutor ultra crepidam". It is impossible to attach much importance to the opinion of the King, formed in a 10 days visit to the Bombay Deccan, during which he toured through 3 districts, unprepared to

work for a camp, since kitchen & provisions + 3 big areas besides the camp bag area, & completed 53 pages of his private notes. He thinks (para 56) that the tendency of the act is to make the low-car the landholder, & that of his labourer, but that is just what the act was intended to prevent, & what the Govt told us is one of the crowning dangers of the time. His opinion that the tendency

Wage Grain	Bar C	Bazaar Rates			Ragi
		Bar C	Yellow cholum	Yellow cholum	
Baras Road Camp	50	16.46	17.34	20.99	26.56
Baras Road	50	14	16.75	17.5	18.5
Kaperwadi	50	10.62		18.27	12.66
Santhar	50	15.125		15.75	15.75
Bayapur	50	17.5			28.63
Chakur	16	18			25
Bagalkot	16	15			26

of the Bombay Settlement of land revenue makes estimation easy to, is discounted by the fact that comparisons to the Bombay land-tax will hold it altogether an in existence, & that the question whether the act be prevented by new legislation is under consideration.
 I think it will be best simply to wait for the King for his report & say that his re-

in the Deccan districts where this grain was procurable. In Bombay, on the other hand, the direction in section 115 of the Bombay Code is held to justify the adoption of a superior quality of white cholum as the wage and ^{dole} ~~eat~~ grain, although inferior varieties ^{maybe} ~~may be~~ procurable and the labourers as a matter of fact ^{may} ~~live~~ on low cholum, wheat, ragi or cumbu. The marginal statement shows the wage grain at some of the places visited by the Sanitary Commr. the rates at which wages were calculated, the bazaar rates and the bazaar rates of other grains procurable. At Savabrehir, it was found that the labourers were eating wheat, yellow and red cholum and cumbu; at Bijapur in no case inspected was cholum used, the majority using ragi and in a few instances horse gram and red dhal. At Kaperwadi red and yellow cholum horse gram, dhal, white cholum and in a few cases rice, were employed. At Telgi yellow cholum was employed in nearly all cases.

8. The adoption of the best dry grain available as the wage grain has the effect

of making distress greater than it really

is. Thus in Kurnool on the 24th July the

price of yellow cholam was 17.1 lbs per

rupee while the price on the same date

at Sholapur was 20.99 lbs. As however the

best white cholam selling at 14 lbs. was

adopted at the latter place, 14 lbs. would

appear in the returns for Sholapur against

17.1 lbs. for Kurnool, thus giving rise to

the wrong impression that prices were

higher in Sholapur than in Kurnool. Secondly,

labourers receiving money wages calculated

on the price of superior grain will be

able to procure a larger amount of grain

actually consumed than the grain equivalent of

their class. This is fully brought out in the

tables printed at pages 10 to 13 of the

report where the effect of the above cause

is enhanced in some cases by the official

rates being higher than the bazaar rates.

Thus in Sholapur a yellow cholam eating

D worker gets as much as, and a ragi eating

D worker much more than, the A ration. There

is no doubt that this cause has materi-

ally contributed to raise the earnings of

the workers in the Bombay districts visi-

appear

8/2

Consideration will be
duly considered when final
order is issued regarding
the lake famine.

29
16.2.98

29.11.98

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100
---	---	---	---	---	---	---	---	---	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	-----

20.11.98

*assuming the facts have been
correctly ascertained

12

3

visited by the Sanitary Commr.

2. Another factor mentioned by the
Sanitary Commissioner is that labourers

in Bombay have been assisted by payments
from the Charitable Fund. These payments

to be referred to presently in connection
with the effects of the C & D wages, appear

to have been made ^{in many cases} for purposes which fall
outside the scope of the Fund.

A third consideration mentioned by
him is that the Bombay workers are not so

averse to having their non-working chil-
dren fed in kitchens as the Madras labour-

ers and that consequently they have not
to support their children out of their

earnings as the latter have to do. Till a
very late period of distress the allow-

ances for all non-working children ^{in Bombay} were
paid in cash to their parents; since

then cash payments were restricted to
children not capable of eating cooked

food, the rest being fed in kitchens and
in several cases being allowed to take

their food with them. As the ~~allow-~~ allow-
ances were higher than in Madras and in

some cases more than necessary, the Bombay
parents had more for their own consump-

tion. The parents of children who were
allowed to take their food home but who

did not require the full ration were also
in a better position.

The Sanitary Commr. also appears to
think that nursing mothers and mothers of

emaciated children were better off in
Bombay than in Madras. This concerns in

any case only a small percentage of work-

appear

vide para (38) p. 16

para 33, 34, 35

I don't understand Dr King today
in the paper referred to.
This, he seems to say that he
a Bombay man, like a Madras
man, ^{but takes to} would send his children
to kitchen, he will take
cash payment for the

x up to April 1897 - vide
para 33 p. 29

para 33

and would the full amount
be paid for the

ers and cannot have had any appreciable effect, ^{on the whole} but it is difficult to say anything definitely without precise information ^{as to} the measures adopted by Dist. officers in this Presidency. The practice in Bombay is shown below side by side with the provisions of the Madras Code.

Bombay practice. Madras Code.

I. Nursing mothers.

Money payments, medicine etc. during confinement. Wage of 2 lbs. Adult. A male wage without work for six weeks after delivery; afterwards usual wage with allowance for child.

Wage of 2 lbs. to 2 1/4 lbs. with a pint of milk for child if between 4 & 12 months.

Appendix Section I of report on Sections 120 & 125 of Madras Code

X surely a long time for a native labouring woman after an ordinary confinement

II. Mothers of emaciated infants &c.

Food at kitchen without work + extra ration or one anna from charitable fund, suitable food for child. Usual allowance for child + 1/2 pint of milk between 1 & 3 years, oil if over 3. No concession for mother.

(page 46 footnote)

10. Dr. King also mentions that the Bombay labourers were allowed to take fuel without charge from Govt. reserves, and thinks it quite possible that with all the above advantages the C & D class labourers improved in condition on the works, but that his inspection does not show that this has invariably been the case. The following is the account given by him of C & D gangs that came under his notice.

C. Wagle

15. (1) Kaperwadi Tank work (pages 50-51 and 73-76) had been in operation for months on the date of visit, 7th Aug.

Strength on the 5th August.

Men	1025
Women	1276
Working children	596
Non-working children	768 fed in kitchens since April before that non-working allowances were paid to parents.
Infants	198 non-working wage.
Dependants	11
	3874

The workers were on C wage but never completed their tasks and therefore never got promoted; adults and nursing mothers fitted for short work. The fine in ^{week ending} 7th August averaged ^{eleven} annas ^{per head} per head fined. The discipline was lax till the 7th June and there is reason to suppose that ^{the labourers} when they were earning wages of ^{1/2 anna} destined by working elsewhere.

Wage grain --- Best white cholam, but the official rate was lower than the bazaar rate and the labourers did not benefit under this head.

Grain in use --- Red and yellow cholam, horse gram, and white cholam and in a few cases, rice.

It was found necessary to supplement

by feeding
the wage ~~to~~ workers in poor condi-
tion at the kitchen, or to give them ex-
tra rations at the expense of the Chari-
table Fund; 20 or 30 were thus fed at
the time of the visit but the number was
expected to increase to 500 ^{shortly}. The
health condition of 129 examined is
shown in section (VIII) (6); 26 of these
were scorbutic or anaemic and the condi-
tion of women ^{was} bad.

(2). Weavers on the Sholapur Irrigation
Channel work. Of 156 persons examined
55 were thin or emaciated and 17 scor-
butic. (section VIII(2).)

D. Wage. Savalvibir Camp (pages 51-52
and 76-78). Had been in operation for
months on the date of visit, 9th Aug.

Strength:

Men	---	1408
Women	---	2007
Working children	---	916
Non-working children	---	---
(kitchen food)	---	---
Infants	---	328
(non-working allowance)	---	---

Camping was voluntary and the major-
ity were inhabitants of villages with-
in a radius of 1 1/2 miles and there is
to believe that the wage was merely sup-
plemental to their other means. Three
pies offered for every cubic foot done
over the D work task but even this task
is generally only half done. All work-
ers including children were liable to
be fined but no person could be fined
more than 2 annas per week.

* There were 2191 adult workers &
596 working children
8/7

* This is merely the expectation of the
Subdivisional Officer
8/7

Page 88

D. Wage

* Actual proportions are not
given. 8/7

Wage-grain

Wheat till the middle of
March and the best white cholam since
then.

Grain in use. Wheat, yellow and red
cholam andumbu.

Men coming on the work wi-
out means got one to two lbs. flour
daily from the Charitable Fund till
they received their wages. ^{are paid weekly} The
Fund paid on the arrival of a family

Rs. 1-8 to each adult and annas 12 to
each child, and double these amounts
if the persons were weakly. ^{retained} fail-
ing in health were fed in the kitchen
in addition to getting their wage. The
people examined were all in good condi-
tion and the Sanitary Commr. was unable
to find any instance in which the ef-
fects of the D wage were not obscured
by the contributions from the Charita-
ble Fund and considers that this case
cannot be regarded as one of tasked
labour on D wage.

11. The Sanitary Commr's final
opinion as to the effects of the family
wages in the Bombay districts inspect-
ed by him is contained in paras 25 to
27 of the report. In Ahmednagar la-
bourers were placed in the C & D class
as more frequently than in Sholapur &
Bijapur. Their condition in the two
latter districts was better than the
in the Madras Deccan, but this was
mainly due to the wages in Bombay be-
ing enhanced by the causes enumerated
by him and referred to in ~~paras~~ para

* Is the value deducted
from the first weekly
wage? 8/7

Memorandum of the 27th Jany. last; and
(para 28)
asks why if the Govt. of India really

See table on p. 31

8/2

But this has nothing
to do with the point
at issue. R.R.

er in wages and doles ^{and food to dependants} was as 2 pies 4.

for work done.

11

12

Bombay Code No 1286
7-6-96 at
page 57 of report

Section 73 of Bombay Code

pp 33-35 of report

14

Classification of workers.

The term "Professional" labourer is understood to mean persons who are accustomed to earn their livelihood by rough manual labour. Boys and girls of over 12 are classed as C adults.

15

Tasks and fines.

The chief points mentioned under this head are:-

(1) Bombay tasks are heavier than the Madras ones for metal breaking but more lenient for earthwork; but only one district is taken for comparison, and as there is no information in the office as to the exact tasks in the different districts, the point should be referred to the Public Works Dept and the Fam. Commr for remarks.

(2) Children are generally exempt from fining.

(3) Attempt is made to punish individual instead of whole gangs.

(4) Fining below minimum not found; in one case the Superintending Engineer proposed this but the Collector had protested the matter. Making reference

and the matter was under reference to -
Govt at the time of Dr. King's visit.

16 The above summary embodies all the material points mentioned in the report and necessary for the consideration of the question as to how far the experience of Bombay that the Code wages are sufficient is explicable from circumstances which did not exist in Madras. -
The other points of interest in the report may be referred to briefly:

(1) Residence in camp appears to have been compulsory except in one work at Savalvir.

(2) Concentration of works was in force in Ahmednuggur and in Bijapur and had far advanced in Sholapur. The works are better administered under this system which however leaves large areas of country without provision. *protection*

(3) The Bombay Deccan ryot is more lightly assessed than the Madras Dec an ryot and has also had loans from Govt on a larger

scale than in Madras.
(4) The charitable fund has made larger contributions to Madras than to Bombay & contributions was given by Govt on a larger scale in Bombay

Paras 43, 44 of report
& para 46 of section I

paras 47 to 51.

Paras 53 to 59

Numbers on relief works on the last day of the period including weavers.

	Class A.	Class B.	Class C.	Class D.	Total.
<i>Tally</i> <i>Deccan</i>					
Kurnool ..	2,231	144,493	19,370	4,652	170,796
Bellary ..	530	162,245	5,804	..	168,579
Anantapur ..	2,204	61,303	4,118	..	67,620
Cuddapah ..	2,123	92,221	10,257	..	104,601
	7,138	450,262	39,544	4,652	501,596
<i>August</i> <i>Dec</i>					
Kurnool ..	5,108	86,871	27,253	20,648	139,880
Bellary ..	1,107	135,348	18,069	1,227	150,751
Anantapur ..	1,398	56,664	3,025	955	62,042
Cuddapah ..	773	47,984	14,087	837	63,681
	8,386	326,867	57,434	29,667	416,354

In fact as a result of the report the percentages of the population that came on relief in the Madras Deccan

and states that while in the Madras Deccan the numbers rose with the rise in prices, there was no such correspondence in Bombay where while prices were rising a decline was brought about in the numbers by ceasing to give cash payments to children capable of being fed in kitchens. If he had continued his investigation a little further he would have found that there was a similar want of corres-

Prices

	June	July	August	Sept.
<i>Kurnool</i>				
Ragi	15.24	13.19	12.63	13.95
Chickam	12.59	9.96	9.86	11.59
<i>Bellary</i>				
Ragi	14.71	12.73	12.50	14.39
Chickam (W)	10.62	8.86	8.70	12.15
Chickam (Y)	12.15	10.23	10.05	13.50
<i>Anantapur</i>				
Ragi	16.33	14.09	13.21	15.39
Chickam (W)	12.50	10.65	10.22	11.53
Chickam (Y)	13.23	10.91	10.37	11.56
<i>Cuddapah</i>				
Ragi	17.82	14.78		
Chickam (W)	13.73	10.53		
Chickam (Y)	13.50	10.99		

Item (10) Loans for the relief of distress

were granted in all the affected districts -

and are provided for in the rules under the

Agriculturists' Loans Act.

Item (11). A reference from the Govt of -

India about restricting land transfers is now

under the consideration of Govt.

A modification of the system of -

land assessment in the Decan is a large order

and the proposal is not likely to be consider-

ed.

As regards larger concessions to -

the ryots in periods of distress, it is pre-

sumed that Board's Standing Order No. 23 pro-

vides all that is necessary; the Standing Order o

is now under revision.

RS
10-12-97

(A further communication has been received from Dr King dated 22 Dec. put this into the file.

I also want from him the original letters referred to in 24th Sep. 10, as giving the rates for grain. Cf. Delapoor Collier's letter of 18th Sept. re)

Appendices to L.O.
No. 112 (N.E.)
Ex 10 884
Ruled under loans Act

It is a subject on which Dr King can know nothing of any value
S.H.

26

H.M.

This is the Sec. Comd. report of his tour in Bombay, as finally revised by him.

The instructions conveyed to Dr King (L.O. 22 July 97 as 611 R) contemplated an inquiry into "the effects of the Code revisions in that part, the classification of workers & the mode of the admin of gratuitous relief"; & he was distinctly directed to confine his report to the "actual facts observed by him on the works visited"; & the report was to be brief.

He also notes in S.O. 3724 d 20 July 97

Considering the short time at Dr King's disposal, he has managed, through his great energy & zeal, to collect a large ~~disproportionate~~ body of ~~partic~~ statistics but unfortunately he has not confined himself to a plain & unadorned statement of facts, but made his report largely a polemical discourse, & wandered into the discussion of many points

of administrative policy not only highly controversial, but quite irrelevant to the previous ~~frustration~~ of his instructions - e.g. his reflections on the revenue systems of Bombay & Madras.

The report is also severely critical of ^{certain features of} the Bombay adminⁿ of the famine, affecting the estimation in which it may be held by the Supreme Govt., & whether these criticisms are deserved or not, it is not our business to expose the defects of a coordinate Govt. Consequently however valuable the report may be for our own information, it will be impossible to publish it: though of course it may furnish valuable materials for interrapation.

Moreover it is not clear that D King's prepossessions have not, quite unconsciously of course, ~~been~~ coloured ~~his~~ or tainted his statistics, by leading him to look ^{more} for facts that support his theories than to record facts with general indifference

The office note deals very fully with the statements in the report & I advert only to a few of the more important points with regard to the famine. The main point that D King seeks to make out is that in Bombay the wage was fixed on the basis of a high quality of grain notwithstanding the existence of cheaper & sound varieties of staple grain or millets, that this ~~checked~~ ^{gave} the worker a large margin in cash over & above the assumed wage; while in Madras the cheapest millet resorted to by the people was made the basis of the wage.

In para 10 (4) page 8 of his report D King writes "the staple grain is held to be 'white cholum'; its quality not being defined in the Code, a superior quality is naturally selected as the basis for fixing the wage"

Why D K. sh^d write "naturally" I cannot comprehend: since "naturally" a ~~person's~~ ^{person's} object wd be the other way to select the cheapest sound quality available

Article 15 of the Bombay Code runs "The grain due selected as "the basis of calculation shall be "jowari or bajri, and to the local "practice of consumption: whenever" both grains are equally staple food-"grains, that grain shall be se-"lected which is the cheaper at "the time of payment"

This certainly does not assume that the best quality of the staple is to be selected

It will be noticed that throughout D. King constantly refers to the "best quality" as being that chosen as the basis.

I accordingly asked D.K. to send me the documents Sholapur Collector's letter of 14th Aug. quoted as an authority in the tables on p. 10. I received this only after D. King's return the other day from tour, & I have also had some talk with him.

The Sholapur Collector's letter of 18th Aug. merely says that the "official rate for jowari" "on wh. wages were calculated... at "Bodli road on 2nd Aug. was 14th 5 paise..."

From Coll^r of Sholapur
2.27th Jan^y 1898
Raj^y I.

	Official rate	best cholum
E. Kaperwadi	15-12 1/2	10-6 1/2
Sawalviki	15-12	none but yellow cholum was 15-7 1/2
Bagalhol	16 1/2	15 1/2

It says nothing about its being best jowari: & the figs in the table at p. 11 of the price rate supra shows that it is not true even in all the cases instanced by D. King that the official rate was higher than the price of best cholum. So that his position is not universally true. But leaving that aside, D. King asserts that at any rate there were in the market much cheaper grains than the official standard - vide para 10(4) p. 8 - passage marked A, where he specifies four cases. At Sawalviki, as table above refers to, shows the rate for yellow cholum was but little & only 1 p. ^{less} than the official grain rate, ~~and~~ ^{but} at the others the grains found to be ^{actually} ~~used~~ were distinctly cheaper than the official grain which gave the wage rate.

I asked D. King whether when he saw the collector of Sholapur he inquired of him

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on what principle the official
grain was chosen & why a
dear grain was chosen when,
according to him, the bazaar
provided much cheaper grains
& grains which the people
were actually using: but
he told me that he did not
ask any questions on the
point either of the Director
or any other authority in
Bombay. It is a pity he
did not do so as we should
then have known what
explanation was forthcoming.

Dr King said he believed they
took the ~~not~~ the staple food grain
but the staple grain: but I
think this must be wrong
as the Dr. Code art 115 distinctly
refers to the staple food grain,
and to the local practice of
consumption.

I asked whether he
had made sure that the
cheap grains of wh. he had
obtained prices in the bazaar
were really available in

He had full opportunities
vide his diary sent to
the D. L. F. & in the file.
He spent some time with
the Director, & other civil
officers.

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quantity, or whether they were
than in some cases than
nominal quotations. He
said he presumed that
quotations would have been
given had not there been
ample supplies; and if
he really found workers
generally using these cheap
grains no doubt there would
have been sufficient quantities
in the local markets, otherwise
there would have been a run
upon them & the difference ^{in price}
would have soon disappeared.

The next important point
is that the D. rations failed
in Bombay to support even the
requirements of poor houses &
kitchens (much less enable
workers to live on the D. wage)
without ~~even~~ aid from the
Charitable Fund. By whatever
means the D. wage was
made more valuable in
Bombay than in Madras, &