

REVENUE (133 8) Department.

PRESS SERIES.

G.O., No. 143

Dated 10th March

[Despatch Abstract.]

Intermediate piece-work system.

Passing orders on B.D. Prop. submitting a report from the Collector of Nellore on the working of the — adopted on the relief works started in the Dh.

Also the intermediate system of Niagara

Revenue (1898) Department.

CURRENT No. 1434.

CONFIDENTIAL PAPERS

[illegible]

Order

From

The Board of Revenue
Revenue & Settlement
Records & Agriculture
Madras



Dated 14th February 1897

Received 18 '22

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Enclosures/

Spare copies

SUBJECT.

Intermediate System.
Communicating to the Collector,
Selling for information and
Guidance Government orders,
Revenue Department passing
orders on the opening of works on
the —.

WICK PAPERS.

the intermediate system of Narragansett

earned
by each

own Child

1	2 5/8	"	9 3/4
"	11 1/4	"	7 1/2
1	1 1/2	"	9
1	7	1	3 1/4
1	3	"	10
"	11 1/4	"	7 1/2
"	10 1/2	1	3 1/3
1	3 1/4	"	8 1/2
1	4 1/2	"	11
1	6 3/4	1	1/2
1	7	1	3 1/4
1	9	1	2
14	11	"	11
1	3	"	10
1	3	"	10
1	1	"	8 2/3
1	6 3/4	1	1/2
1	2 1/4	"	9 1/2
"	4 1/2	"	11
1	1 3/8	"	9 1/4
1	"	"	8
"	4 1/2	"	11
"	11	"	7 1/3
1	6	1	"
"	"	"	8

it. Date.

ERS.

Date.

Inventory no. 7

Index	No. of the Gang	Information of the gang.				School	Total No. of Units	Quantity of work actually done	Work done per unit.	Rate per 100 c. ft.	Amount actually paid.	Wages by ag.		
		Men	Boys	Children	Others							Man	Woman	
2.5-1-98	1	16	8	19	5	48	119	105	0.88	1 12	1 13 4	9 1/2	1 1/2	
	2	26	8	27	10	71	180	156	0.87		2 11 8	9	3	
	3A	12	11	17	10	50	108 1/2	112	1.03		1 15 3	10	6	
	3B	4	2	4	2	12	29	37 1/2	1.29		1 10 6	1 1/3	6	
	4	18	4	29	12	63	148	151 2/3	1.02		2 10 6	10	1/2	
	5	26	8	29	17	80	191	186 2/3	0.97		3 4 3	10	3	
	6A	10	"	11	4	25	66	78	1.18		1 5 10	1 1	3	
	6B	9	4	13	8	34	76	77	1.01		1 5 6	10	6 2/3	
	7	25	8	29	19	81	189	172 1/2	0.91		3	3	9 1	5
	8A	31	11	24	23	89	211 1/2	238	1.12		4 2 8	11 1/2		
	8B	"	"	5	3	8	13	18	1.38		5	"	11	
	9A	11	1	12	12	36	81 1/2	133	1.63	1 6	1 13 3	1 1		
	9B	9	3	8	5	25	61 1/2	117	1.90		1 9 9	1 4		
	10	21	5	34	21	81	180 1/2	314 50	1.74		4 5 2	1 2		
	11	22	8	14	23	67	151	234	1.55		3 3 6	1 1/2		
12A	12	6	13	12	43	95	144	1.51		1 18 8	1			
12B	12	2	11	6	31	79	153	1.93		2 1 8	1 4			
13A	2	2	10	8	22	39	76 1/2	1.96	1 12	1 5 5	1 5			
13B	7	7	9	8	31	64 1/2	112	1.73		1 15 4	1 4			
Total		273	98	318	208	897	2083	2616 1/3	1.25		41 10 6			

2.5 - 1 - 98

26 55 55 1.20 4 6 10 1 4

26-11-98

Date	No of Gang	Formation of the Gang.					Total	Total men number of units	Amount of work actually done	Work done per unit	Rate per 100 c. ft.			Amount actually paid			Wage					
		Males	Nursing mother	Other Women	Children	Male					Female	Male	Female	Male	Female							
1	12	2	12	6	32	81	117	1.44	2	3		2	9		1	7 1/2						
2	13	6	12	12	43	97	117	1.21				2	9		1	3						
3	22	8	12	19	61	143	202	1.41				4	6	8	1	6	6					
4	11		13	5	29	75	139.50	1.86				3		10	2	1 1/2	2					
5	8	3	18	9	38	81 1/2	135	1.65				2	15		1	8	8 2/3					
6	1		1		2	6	6.25	1.04					2	2	1	3	2 1/3					
7	9	1	7	2	19	53 1/2	117	2.19				2	9		2	6 2/3	5					
8	3		3		6	18	21	1.17					7	4	1	5						
9	8	1	6	1	16	46 1/2	72	1.55				1	9	2	1	10	6					
10	7	5	12	8	32	67 1/2	130	1.93	2	6		3	1	4	2	1	3					
11	4	2	10	1	17	40	76	1.90				1	12	9	2	1 1/2	1 1/2					
12	7		6	6	19	46	90	1.95				2	2	2	2	4	1					
13	13	4	12	7	36	89	126	1.41				2	15	9	1	8	2					
14			5	3	8	13	28	2.15					10	7	1	8	3					
15	18	6	20	20	64	141	180	1.27				4	4	4	1	5 2/3	1 1/2					
16	1	1	1		3	7 1/2	14	1.86					5	3	2	1	2					
17	12	8	13	10	43	96	136	1.42				3	3	8	1	7						
18	10		10	4	24	64	93.75	1.46				2	3	8	1	10						
19	4	1	7		12	31 1/2	40.50	1.28					15	4	1	6 1/2						
20	2	1	3		6	15 1/2	18	1.16					6	10	1	4						
21	8		7	3	18	49	71	1.45				1	10	11	1	10						
22	27	10	39	19	95	220	236	1.07				5	9	8	1	2 2/3						
23			1	2	3	4	9	2.25					3	5	2							
24	20	9	22	18	69	155 1/2	189	1.22				4	6	10	1	6						
Total																		3	11	2	1	1 1/2
Average																		1	10	7	2	

Statement Showing the Exp. Incurred and the amount paid
Narrawade.

Date	Number of the Gang	Formation of the Gang				Total	Total number of units	Quantity of work actually done	Work done per unit	Rate per 100 c. ft.			Amount actually paid			Wages by		
		Meas.	Working	At rest	Children					per	as	as	per	as	as	Meas.	Working	At rest
	1	12	2	16	7	37	90	166.50	1.85	2	1	9	3	8	2	1	11	1
	2	15	2	18	11	46	110	153	1.39				3	3	8	1	6	1
	3	13	3	22	9	47	109 1/2	193.50	1.76				4	1	4	1	10	1
	4	2	-	2	-	4	12	17	1.41				0	5	9	1	8	1
	5	12	6	12	6	36	87	135	1.55				2	13	6	1	7	1
	6	5	1	3	2	11	29 1/2	49.50	1.33				1	8		1	11 1/3	1
	7	8	2	7	7	24	56	94.50	1.68				1	15	11	1	9	1
	8	30	8	22	30	90	206	252	1.22				5	5	1	1	3 1/2	1
	9	12	4	13	10	39	90	126	1.40				2	10	6	1	5	1
	10	18	6	12	9	45	114	171.50	1.50				3	9	8	1	7	1
	11	-	-	5	3	8	13	28	2.15				9	5		1	10	1
	12	22	8	22	10	62	154	198	1.28				4	2	10	1	4	1
	13	2	-	2	-	4	12	12	1.00				0	4	0	1	2	3
	14	3	-	2	1	6	17	18.33	1.07				0	6	2	1	3	5
	15	15	2	8	5	30	84	117	1.39				2	7	6	1	7	1
	16	9	1	6	5	21	54 1/2	72	1.52				1	8	4	1	5 1/2	1
	17	8	-	6	2	16	46	63	1.36				1	5	3	1	7	1
	18	8	1	7	3	19	50 1/2	85.50	1.69				1	12	10	1	10	1
	19	20	4	16	10	50	128	162	1.26				3	6	8	1	4 1/2	1
	20	-	-	1	2	3	4	10	2.50				0	3	5	2	-	1
	21	24	10	22	16	72	171	216	1.26				4	8	11	1	4	1
	22	8	3	10	5	26	61 1/2	89.25	1.45				1	4	2	1	-	-
	23	7	-	6	6	19	46	93.50	2.10				1	15	7	2	2	1 1/2
	24	2	2	14	2	20	41	80	1.95				1	10	0	1	9 1/2	1
	25	12	6	12	10	40	91	138	1.51				2	14	7	1	6	1
	26	10	-	11	4	25	66	78.75	1.19				1	10	7	1	4	1
	27	4	-	5	-	9	26	33.33	1.28				1	11	3	1	6	1
	30	3	-	5	11	19	33	78 1/3	2.36				1	10	7	2	-	-

Statements showing the work done and the way

Date	Number of the Gang	Formation of the Gang					Total number of units	Quantity of work done	Work done per unit	Rate per 100 c-ft		Amount actually paid	Wages	
		Men	Working Brothers	Other women	Children	Total							Man	
1	1	1	2	2		6	11 1/2	20.50	1.78	2	2	6 11	1	8
2	20	4	24	5		53	139	134.50	0.96			2 13 9	1	2 1/3
3	3	4	"	"		7	18	22.50	1.25			7 8	1	3 1/3
4	6	3	"	"		9	28 1/2	56.25	1.97			1 3 1	2	4
5	"	1	1	3		5	6 1/2	9	1.38			3	1	"
6	"	"	3	"		3	6	10	1.66			3 5	"	"
7	10	"	10	2		22	62	82	1.32			1 11 10	1	6
8	6	"	6	"		12	36	37.50	1.04			12 9	1	2 2/3
9	4	"	6	"		10	28	30	1.07			10 2	1	2
10	2	"	"	"		2	8	8.75	1.09			3	1	6
11	2	"	6	4		12	24	48	2.00			1 4	1	11
12	6	"	5	3		14	37	67.50	1.82			1 6 11	2	"
13	3	2	2	"		7	19	29	1.52			9 10	1	8
14	4	2	2	2		10	25	32 1/3	1.30			11	1	4 1/2
15	1	"	2	1		4	6	8 1/4	1.37			2 10	"	11 1/3
16	"	2	4	1		7	12	11 3/8	0.94			3 10	"	9
17	2	1	5	"		8	19 1/2	23 1/3	1.11			7 11	1	2 1/2
18	2	"	6	"		8	16	21 1/3	1.35			7 3	1	1 1/3
19	2	"	5	"		7	14	17 1/2	1.25			5 11	1	"
20	1	"	4	"		5	12	14	1.16			4 9	1	3
21	9	2	11	1		23	62	94.50	1.52			2	2	1 8
22	7	"	6	6		19	46	76	1.65			1 9 10	1	9 1/2
23	12	6	12	10		40	91	123 3/4	1.36			2 10 1	1	4 1/3
24	5	4	11	6		26	54	79	1.46			1 10 10	1	4 1/2
25	25	8	7	10		50	136	144	1.05			3	"	1 2
26	4	2	8	3		17	38	47	1.23			1	"	1 2
27	3	"	1	"		4	14	24	1.71			8 2	2	3 1/2
28	"	"	1	2		3	4	9	2.25			3 1	1	9
29	20	9	11	18		58	133 1/2	166 1/2	1.24			3 8 7	1	3 1/2
30	1	1	4	"		6	13 1/2	24	1.77			8 1	1	8
31	"	1	2	2		5	7 1/2	14	1.86			4 9	1	

28-1-98

"	3	3	1	"	"	9	"	6	X
"	5	11	"	10 1/2	"	7 1/8	"	5 1/4	X
"	4	5	1	3	"	11 1/4	"	7 1/2	
"	4	2	1	4 1/2	"	9 3/8	"	6 4/4	
"	11	6	1	5 1/3	1	1	"	8 1/3	
"	10	10	"	11	"	8 1/4	"	5 1/2	X
"	8	3	1	3 1/3	"	11 1/2	"	7 1/3	
"	10	6	1	10	1	4 1/2	"	11	
3	2	6	1	5 1/3	1	1	"	8 2/3	
2	9	3	1	"	"	9	"	6	X
4	15	6	1	3	"	11 1/4	"	7 1/2	
"	4	9	1	4	1	"	"	8	
"	6	4	1	5	1	3 1/4	"	8 1/2	
1	3	"	1	10 2/3	1	5	"	11 1/3	
"	9	7	1	1 1/3	"	10	"	6 2/3	
1	"	10	1	2	"	10 1/2	"	7	
"	12	"	1	7	1	2 1/4	"	9 1/2	
"	7	1	"	5 1/3	"	4	"	2 2/3	X
2	10	10	1	6	1	1 1/2	"	9	
2	10	10	1	6 1/2	1	1 5/8	"	9 1/4	
"	6	2	1	3	"	11 1/4	"	7 1/2	
"	3	4	"	10	"	7 1/2	"	5	X
3	12	"	1	9	1	3 3/4	"	10 1/2	
"	5	"	1	7	1	2 1/4	"	8 1/2	
3	6	2	1	6 2/3	1	2	"	9 1/3	
74	16	5							

James Anthony

statements showing the work done and the wages

Date	No. of the Gang	Formation of the Gang				Total	Total number of units	Quantity of work actually done	Wages done per unit	Rate per 100 c ft	Amount actually paid			Wages
		Men	Sparring Brothers	At that season	Children						Man	Woman	Child	
1	3	"	2	"	"	5	16	33	2	2	2	11	2	2 6
2	10	1	4	5	"	20	54 1/2	99	1.8		2	1	6	2 1
3	"	"	2	2	"	4	6	9	1.5		"	3	"	1 2
4	3	"	2	"	"	5	16	9 3/4	.61		"	3	3	8 1/2
5	23	4	26	8	"	61	158	153	.97		3	4	"	1 2 1/3
6	15	1	2	2	"	20	67 1/2	76 1/2	1.13		1	10	"	1 5
7	2	"	6	4	"	12	24	49 1/2	2		1	"	9	2
8	4	"	5	4	"	13	30	32	1.06		0	10	10	1 1 1/2
9	6	"	8	10	"	24	50	76 1/2	1.5		1	10	"	1 6
10	12	"	2	8	"	22	60	63 1/3	1.05		1	5	6	1 3
11	14	2	2	14	"	32	77	90	1.17		1	14	7	1 3 1/2
12	4	"	6	"	"	10	28	31	1.1		"	10	ceding	
13	3	1	4	2	"	10	23 1/2	35	1.52		"	11	10	1 6
14	3	1	3	"	"	7	19 1/2	37 1/2	1.95		"	12	9	2 1 1/2
15	1	2	1	2	"	6	11	18	1.63		"	6	1	1 5 1/3
16	6	1	3	3	"	13	34 1/2	33	.97		"	11	2	1 2 1/2
17	2	"	2	1	"	5	13	14 1/4	1.08		"	4	10	1 2 1/2
18	5	2	8	5	"	20	44	16	.36		"	5	5	4 1/2
19	2	"	1	"	"	3	10	16 1/3	1.6		"	5	6	2
20	"	"	2	2	"	4	6	14 1/4	2.4		"	4	10	1 11
21	8	2	3	1	"	15	43	53 1/3	1.24		1	1	5	1 4
22	6	4	10	4	"	24	54	63	1.16		1	5	5	1 2
23	"	2	10	8	"	20	31	17 1/2	.55		"	5	11	5 1/2
24	8	6	2	2	"	18	47	66	1.4		1	6	5	1 6
25	10	6	10	8	"	34	77	131 3/4	1.71		2	12	9	1 8
26	2	1	1	2	"	6	13 1/2	20	1.53		"	6	4	1 5 1/2
27	10	0	8	2	"	20	58	50	.86		1	1	0	1
28	6	1	6	2	"	15	39 1/2	33 3/4	.85		"	11	5	1
29	20	4	16	10	"	50	128	157 1/2	1.23		3	5	6	1 1
30	3	"	5	11	"	19	33	78 1/3	2.36		1	10	7	2

1	14	3	1	4 1/2	1	3/4	8 1/4
"	3	6	"	11	"	8 1/4	5 1/2
"	10	3	1	9 1/2	1	4 1/8	10 3/4
2	13	6	1	3	"	11 1/4	7 1/2
2	6	3	1	2 1/3	"	9 1/2	6 1/3
"	4	1	1	"	"	9	6
"	2	6	"	7 1/2	"	5 5/8	3 3/4
4	9	5	1	2	"	10 1/2	7
"	3	3	1	2	"	10 1/2	7
"	10	10	1	3 1/3	"	11 1/2	7 2/3
1	3	3	1	2	"	10 1/2	7
1	2	2	1	2 1/3	"	9 1/2	6 1/3
"	9	8	1	1/2	"	9 3/8	6 1/4
"	11	5	1	11	1	5 1/4	11 1/2
1 15 9	2	8	"	1 4 2/3	1	1/2	8 1/3
2	9	5	1	6 1/2	"	11 5/8	9 1/4
1	8	10	"	11 1/3	"	8 1/2	5 2/3
1	14	10	1	6	1	1 1/2	9
1	6	10	1	3	"	11 1/4	7 1/2
2	6	7	1	2 1/2	"	10 7/8	7 1/4
"	15	8	1	9	1	3 3/4	10 1/2
"	5	2	"	9	"	6 3/4	4 1/2
3	10	7	8	5	1	3/4	8 1/2
2	4	5	1	1	"	9 3/4	6 1/2
"	13	1	1	8	1	3	10
"	4	10	1	2 1/2	"	10 7/8	7 1/4
"	6	1	1	2	"	10 1/2	7
"	4	9	1	4	1	"	8
"	4	1	1	"	"	9	6
82	1	4	"	"	"	"	"

signed E. Scott
acting Collector

(2 copies)

James Pemberton



Proceedings of the Board of Revenue
(Revenue Settlement, Land Records and Agriculture),
Dated 14th February 1898.
No. 77 Pres.

READ Government order, Revenue Department,
Press No 72 dated 7th February 1898.

Read also the following letter from the
Collector of Madras, No 385, dated
Permaulur

9th February 1898:-

With reference to Board's Proceedings

in No. 72
7.2.98

No 461 Miscellaneous dated 21st January 1898,
and in continuation of my letter Reference
to H. G. B. dated 11th January 1898, I have the
Permaulur
honor to submit the following remarks on
the working of the intermediate system.

Metals with air and anas per use of

... at the Narranada work
 on the 17th January 1898, this work having
 been previously conducted as a task
 work, under the code. After working
 for a week the coolies began to complain
 that they could not earn enough under
 the new rules and a number left the
 work, only, however, to return in a few
 days as is shown by the following
 figures giving the number of workers
 daily from the 17th to the 31st January
 1898:—

Date	Number of labourers.
17 th January	1066
18 th	1083
19 th	1094
20 th	1096
21 st	1043
22 nd	1056
23 rd	Sunday
24 th	1116
25 th	897
26 th	759
27 th	892
28 th	1095
29 th	1056
30 th	1299
31 st	1683

Similarly

20 th January 98	109
21 st	307
22 nd	222
23 rd	219
24 th	174
25 th	183
26 th	180
27 th	259
28 th	291
29 th	Sunday
30 th	340
31 st	

as

Similarly at Melatur where a work was
 opened on the intermediate system on the
 12th January 1898 it was found impossible
 first to get anyone to come to the work,
 but the numbers are now increasing daily.
 At Nandanavanam where the work
 was, as at Narranada, being conducted
 on the task system, a transfer to the
 intermediate system was made on the
 22nd ultimo with the result that all the
 labourers left the work at once and none
 came until the 30th when 12 labourers were
 on the work.

3. At Melatur and Narranada the
 rate with which the intermediate
 system was started, was Rs 1-6-0 for
 breaking and stacking 100 cft of quarry
 metal with one anna per 100 cft for

each additional 100ft of lead. It was assumed that an efficient man and a woman with the assistance of a child would be able to earn at that rate about 5 annas per diem - which it was estimated would suffice to maintain an ordinary family. The rate was also the ordinary Social Fund rate. Subsequently under the orders of the Board, the rate was altered to the ordinary Public Works Department rate that is Rs 1-8-0 per 100 cft of metal with 1 pie per cubic yard for every 30 feet of lead. This was in fact the rate I had originally fixed in a law issued by me and is, I think,

the more correct, but the rate of Rs 1-6-0 was adopted in accordance with a statement prepared by the Local Fund Engineer.

4. Though the intermediate system has had but a short trial, I consider it sufficiently clear already that the system is not suited to provide labour during distress. My reasons for this are briefly as follow:-

5. In the first place the system requires a great deal of supervision by qualified men owing to the large number of gangs which are formed. It is impossible to prevent this, because of necessity the system becomes a task-work prove and simple - the moment

we take upon ourselves to say how

the gangs are to be constituted. On

the 3rd February at Narravada there

were 107 gangs, though there were only

742 workers and it can easily be

conceived what a task it is to measure

up the work of so many gangs and

to pay them. And as the constitution

of these gangs is continually changing

it is necessary to pay almost daily.

In fact payments have hitherto been

made daily, though it is impossible to

continue doing so now that the numbers

are becoming so large. It is true that

taking into consideration the absence of maistries

the maistries and head coolies, of the

kitchen and its establishment, the

the intermediate

system are considerably less than of
a task relief work under the code, but
the necessity for additional overseers
or suboverseers, which it must be
remembered is the establishment: it
is difficult to get, goes far to reduce
the difference in cost.

6. In the second place the system
seems to me to fail utterly as a
system of relief and is merely an
expensive method of executing piece-
works. The statement 'A' enclosed
gives approximately the earnings per
man, woman, and child on the works
at Narravada from the 25th to the 29th
January, a child being taken to be 1 unit,
a woman $\frac{1}{2}$, and a man 2 units, which
is the method of distribution adopted.

by the workers themselves. It will be
noticed how great the differences in the
earning of the members of the various
gangs are. On the 26th for instance, in the
7th gang each man earned $2\frac{1}{2}$ annas,
while in the 2nd, 6th, 22nd, and 28th gangs each
man earned only $1\frac{1}{4}$ annas or exactly
half. It may be presumed from this
that the members of the 2nd, 6th, 22nd, and
28th gangs are either not in distress,
and were lazy or that they were
unable owing to weakness or inefficiency
to do more work than they did. If the
first presumption is correct, the inter-
mediate system is no test whatever of
distress, and leads to unnecessary ex-
penditure, while if the latter is correct, the
system fails to relieve the distress which
exists.

exists and is nothing but a slow process
of starvation.

7. Thirdly it stands to reason that,
as the number and character of the
dependants of any individual worker
on a work must vary considerably the
wages earned by some are sufficient,
while those earned by others are wholly
inadequate. For instance, in gang No 64
on the 28th January, a woman and her
adult son together earned 3 annas 6 pice,
having no dependants to support out of
their savings, while another woman and
her son earned in the same gang 2 annas
7 pice, and had to support in addition
to themselves a sick boy aged 10 years, and
little girl aged 6. Seeing that the

Commencement of such work presumes

not adult?

Which is the
1.0
2.0
3.0

that the earnings of a labourer on any day are required for his wants of that day, the intermediate system cannot but lead to many being slowly starved while others get much more than they really require.

8. Further the system does not give work to all applicants. The efficient labourers in many cases refuse to allow inefficient to work with them with the result that the inefficient must either leave the work or work together, that is either starve quickly or slowly. It is impossible to imagine any circumstances under which inefficient hands will not apply for work; and thus unless as kitchen a poor house is attached to a work, under the intermediate system, it must fail

fail to give adequate relief for distress. To quote a case in point, a nursing mother with twins was at work at Narrawada prior to the introduction of the intermediate system. She was allowed to continue in a gang after the system was introduced for 7 or 8 days, but then the rest of the gang finding they were not earning enough, turned her out, and as no other gang would admit her, she had to leave the work. On the 28 January I came upon her with another nursing mother also turned adrift, on the road to Adayagiri, where she told me she was going to beg for assistance from the missionary.

9. From another point of view too the system deserves to be condemned.

Take for instance two gangs formed as follows:-

* These are gangs actually at work at Naravada.

	Men	Women	Children
1st Gang A.	13	18	12
2nd Gang B.	27	49	19

Taking the rations provided in the Code with grain at 12 seers per rupee, each man must earn 1 anna 7 pies, each woman 1 anna 6 pies, and each child about 1 anna in order to keep from starving. The earnings of the gangs must

therefore be

	Men	Women	Children
1st Gang A	Rs 1-4-7	+ Rs 1-11-0	+ Rs 0-12-0 = Rs 3-11-7
2nd Gang B	Rs 2-10-9	+ Rs 4-9-6	+ Rs 1-3-0 = Rs 8-7-3

To earn this, with payments at 1/2 rupees per 100 cft of metal, gang A must do 248.2 cft while gang B must do 563.5 cft.

Taking 1 man = 2 women = 4 children, according to the code 1 child being a unit, gang A must

must do 2.482 cft per unit while gang B must do 2.5 cft per unit. It follows therefore that, if both gang A and gang B turn out 2.482 cft per unit, while gang A will earn sufficient for its working members gang B will not have sufficient to keep its members from starving. The differences in cases may of course be much greater

* These were gangs 47 and 65 on the 29th January at Naravada.

as for instance with two gangs constituted as follows

	Men	Women	Children
Gang A	0	4	2
Gang B	4	4	2

Here with payment at Rs 2-2-0 per 100 cft (i.e. Rs 1-8-0 + 10 annas per 1000 ft (lead) each unit in Gang A would have to break 2.52 cft. of

* Gang A = 10 units
Wage under the Code = 4 x 1/2 = 2
+ 2 annas = 8 annas = 23.52 cft.
= 2.352 cft. unit

Gang B = 26 units
Wage under the Code = 4 x 1/2 = 2
+ 14/13 annas = 42.14 cft.
= 1.62 cft. per unit.

metal to earn the famine wage under the Code while gang B would have to do only 1.62 cft per unit to earn the same wage. The reason for this is that the ratio between the famine wages i.e. the necessary nourishment

of a man, woman, and child differs altogether from the ratio between the task they can turn out, and instead of the ratio of the work a man can do as compared to that done by a woman and a child being 4:2:1 as in the code, it would have to be approximately $\frac{19}{12}:1\frac{1}{2}:1$

for a system such as the intermediate system to be worth trying when it is believed distress exists. The ratio in the code is probably incorrect and a more correct ratio would be 3:2:1, but even this differs considerably from that which would be required to make the intermediate system at all possible.

10. Enclosure A will show how inadequate the earnings of some workers there, even for their own support. On the 8 January at Narawanda in 10 gangs, omitting which worked only part of the day with

with 34 men, 60 women, 11 being nursing mothers, and 21 children, the earnings were 1 anna per man, 9 pias per woman, and 6 pias per child, or less, which would not suffice for the workers themselves without taking into account dependants. There is no reason to believe the short outturn was due to wilfulness, for the workers come at daybreak and work on until sunset, and I have even been told that some of them break stone at home at night and bring it with them the next morning. It must at the same time be admitted that in the absence of accurate information as to when each gang commenced and stopped work it is not possible to draw definite conclusions from the

figures in statement is. I give below
however two cases which will show
how inadequate the wages must
often be. At Narravada was working
a woman, Hondi, with two young
daughters. Her husband is an old man
unable to work and was at home
with 3 children aged 7, 5, and 3
years. The earnings of the mother
and her daughters amounted to
2 annas 11 pias though their gang did
good work, the men earning 1 anna
8 pias each. This 2 annas 11 pias had
to feed the family of seven. At
Nelattur a man, Ittada Narsigadu,
was on the work with his wife and
a son. The wife was nursing a child
few months old and there were at
home

home two other young children. The
earnings of the family on the 29th were
1-2-10 and as I was on the work the
whole day I can vouch for the fact that
they worked all they knew. The wage
will only feed the man and the woman,
and will provide nothing for the
children.

Further evidence of the
failure of the intermediate system
is the condition of the people on the
work at Narravada, where the
condition of many of the workers, and
especially of some babies is very
bad and contrasts most unfavourably
with the state of the workers on the
work at Narramarella, and also I
believe with that of those at
Pedarikatta. At the same time

time I believe irregularity in
payments prior to the 23rd January
1898 has much to do with the poor
condition of the labourers at Narravada,
but the intermediate system has
undoubtedly aggravated matters.

12. In consideration of these
facts, I would ask that the sanction
of Government may be obtained for the
opening of the various works as task-
works under the Code, or that
otherwise I may be allowed to open
kitchens at each work. And I
would also repeat my request to be
permitted to hand over all the
works now in progress to the Public
Works Department. If this is not
done I shall have to employ a number

of temporary overseers and sub-
overseers as all the Local Fund
men I can spare are already
engaged on the works. I have been
obliged on this account to defer
opening the works at Chundi in
Kandukur Taluk, Tulapad in Podili
and Chendalur in Darsi as I had
proposed. (vide this office letter Reference
No 248 dated 21st January 1898) which
before the receipt of Government
Order, Miscellaneous No. 361, dated 24th
January 1898, I had asked the
Executive Engineer to start. I might
here note that para 6 of Government
Order No 430, Revenue, dated 3rd
June 1897, seems to contemplate works
under the intermediate system
being

being executed by the Public Works Department, and to get them properly executed with establishment such as I have at my disposal is wellnigh impossible.

13. In conclusion, I must invite the attention of the Board to the necessity for prompt action being taken by the Public Works Department to prepare and obtain sanction for estimates for works in the affected tracts. Every single work in the Public Works Department Relief programme seems to be either impossible or to require reinvesting ^{got} action, and certain estimates for tanks in Kanigiri Taluk which I had prepared for a Junior Irrigation overseer, I put

put on special duty for the purpose and forwarded to the Executive Engineer for check, I am told, cannot be examined. Today I learn that the Anantasagarani Project referred to in Government Order, No 44~~X~~ dated 26th January 1898 requires to be reinvestigated, and I believe the Anamasamudram Project is not unlikely to receive similar treatment.

Resolution.

The Government order read above will be communicated to the Collector of Nellore for information and guidance. He is requested to report forthwith in detail as to the tasks enforced and the wages paid at the various testworks.

The,

1. The result of the Commissioner's inspection of the District has already been reported to Government in Board's Proceedings No. 65, dated 8 February 1898.

2. The collector will note that no more kitchens are to be opened until further orders and that persons who are not dependants of workers should not be fed at the existing kitchens.

3. In the second paper read above the collector reports on the working of the intermediate system of works, started in the district and stating that it has proved a failure, and requests permission to convert the works into taskwork under Famine Code conditions. The Board agrees with

with the collector; his remarks in para 6 of his letter as to the demerits of the intermediate system put the case briefly, clearly, and it is considered, correctly. But that it may not be said that the system has not been given a fair trial, the collector is requested to report if he is able to come to any other conclusion after studying the instructions issued in the Government order read above.

4. The Board agrees with the collector in thinking that all the works in the district should be handed over to the Public Works Department. It is plain that if the intermediate

intermediate system is to have a chance
it must be under adequate professional
supervision. The attention of
Government is invited to the last
para of the Collector's letter and it
is requested that orders may be
issued in the Public Works Department
for bringing under sanction at
a very early date as many works as
may be required for relief purposes
in Nellore.

(True copy and Extract)

James Secretary

The Secretary to Government,

Revenue Department, with copies of statements

The Collector of Nellore, with a true copy of the

James C No 1434 of 98

REVENUE DEPARTMENT.

1898.

Board of Revenue

(Revenue Settlement, Land Records and Agriculture),

MADRAS.

Recd.

Enclosures

1898.

Regd.

Spare copies

Printed February th.

Proceedings, No. 77, 14th February 1893.

FEBRUARY.

Intermediate system.—Communicating to the Collector of Nellore, for information and guidance, Government Order, Revenue, passing orders on the opening of works on the —.

PROCEEDINGS OF THE BOARD OF REVENUE
(REVENUE SETTLEMENT, LAND RECORDS AND AGRICULTURE).

READ—the following G.O., No. 72, Revenue, dated 7th February 1898:—

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), Mis. No. 132, dated 11th January 1898:—

Read—the following letter from the Collector of Nellore, to the Secretary to the Commissioner of Revenue Settlement and Director of the Department of Land Records and Agriculture, dated 6th January 1898, Ref. No. 74-Ver.:—

In this office letter, No. 953-Ver. G.B., dated 17th December 1897, I reported to the Board that I sanctioned the following allotments for works started as test-relief works. I have since sanctioned the amounts shown in column 3, to which I request the Board's sanction—

	Original sanction.	Subsequent sanction.
1. Udayagiri prickly-pear work	RS. 200	RS. 850
2. Kitchen at Udayagiri	...	...
3. Metal-breaking at Pamur	...	...
4. Kitchen at Pamur	...	...
5. Metal-breaking at Narravada	...	...
6. Kitchen at Erravada	...	...
7. Metal-breaking at Pedarikatla	...	1,000
8. Kitchen at Pedarikatla	...	100
9. Nandanavanam tank	...	...
10. Kitchen at Nandanavanam tank	...	...

As the numbers on the works are daily on the increase, I have the honour to request that the following additional allotments may once for all be sanctioned for the works now under execution and those proposed to be started immediately:—

1. Udayagiri prickly-pear work	RS. 950
2. Metal-breaking on Duttalur-Pamur road (vide No. 2 under roads in Udayagiri of list enclosed in this office No. 2680-Ver., dated 22nd December 1897)	...
3. Metal-breaking at Narravada (vide No. 2 under roads in Udayagiri of list enclosed in this office, No. 2680-Ver., dated 22nd December 1897)	5,000
4. Metal-breaking at Pedarikatla on Kanigiri-Podili road (vide No. 2 under Podili in the list enclosed in this office, No. 2680-Ver., dated 22nd December 1897)	5,000
5. Nandanavanam tank (vide No. 1 of Kanigiri in the same list)	3,000
6. Udayagiri-Sitarampuram road at Nellatur (vide No. 3 under Local Fund roads in Udayagiri in the same list)	4,700
7. Udayagiri-Sitarampuram road at Sitarampuram (vide No. 3 under Local Fund roads in Udayagiri in the same list)	4,000

I have not as yet moved the test work from Udayagiri, but propose doing so almost immediately. A site has been selected near Nellatur for the work and kitchen and the allotment of Rs. 4,000 applied for for work No. 6 above refers to this. In

the meantime, the test work at Udayagiri is being continued, and I expect that a total sum of Rs. 2,000 will be spent on it. Hence the additional application for allotment of Rs. 950.

2. I propose starting at once a work near Sitarampuram, as I learn that there is very considerable distress there, and immediate relief is called for. The work at Nellatur will be too far off for residents of Sitarampuram and their neighbouring villagers.

3. I also request that a lump sum of Rs. 2,000 may be allotted for gratuitous relief in kitchens attached to the above works as noted in the margin.

Udayagiri	...	...	...	...	RS. 100
Narramarella	...	...	...	...	400
Narravada	...	...	...	...	400
Peddarikatla	...	...	...	...	300
Nandanavanam	...	...	...	...	100
Nellatur	...	...	...	...	400
Sitarampuram	...	...	...	...	300

4. With reference to the Board's remarks regarding the introduction of the intermediate system of relief, I would remark that works such as those at Nellatur and Sitarampuram are hardly suitable for execution under that system, while I consider that the distress in the Udaya-

giri taluk has already reached the stage when task works are necessary. The same remarks apply to all the other test works which have been commenced and to the Kanigiri taluk as well as to the Udayagiri taluk.

Resolution—Mis. No. 132, dated 11th January 1898.

Submitted to Government for sanction.

2. The Collector will be requested to reconsider his opinion that certain works are unsuitable for the employment of labourers on the gang piece-works system. The cause of the unsuitability is not apparent. The system will obviate the introduction of gratuitous relief for a time, and does not necessitate the entertainment of so large an establishment on the test-works system.

(True Copy and Extract.)

(Signed) R. V. SRINIVASIAR,
for Famine Secretary.

To the Secretary to Government, Revenue Department.
Collector of Nellore.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), Mis. No. 461, dated 21st January 1898:—

Read—the following letter from the Collector of Nellore, to the Secretary to the Commissioner of Revenue Settlement and Director of the Department of Land Records and Agriculture, dated 11th January 1898, Ref. No. 11—G.B.-Ver.:—

With reference to Board's Proceedings, Mis. No. 52, dated 6th January 1898, communicating G.O., No. 2, Press, dated 4th January 1898, and the Board's telegram, dated 6th January 1898, I have the honour to state that I consider, as already reported in my letter Ref. No. 74-Ver., dated 6th January 1898, the taluks of Udayagiri and Kanigiri have passed the stage at which the intermediate system can be successfully worked. In accordance, however, with the order of Government, I have issued instructions that the works at Nellatur and Sitarampuram, in the Udayagiri taluk, and Nandanavanam, in the Kanigiri taluk, should be conducted on that system; but I request that the sanction of Government may be obtained for the continuance of the other works at Narravada, Narramarella and Pedarikatla under the task system. The following table shows the numbers on these works on the dates given opposite to their names.

Village.	Nature of work.	Date.	Number of labourers.				Number of kitchens.
			Men.	Women.	Children.	Total.	
Narravada, Udayagiri taluk.	Metal-breaking on Duttalur-Pamur road.	8th Jan. 1898 ..	251	360	277	888	89
Narramarella, Kanigiri taluk.	Metal-breaking on Kanigiri - Pamur road.	31st Dec. 1897 ..	132	205	193	530	30
		6th Jan. 1898 ..	144	226	245	615	..
Pedarikatla, Podili division.	Metal-breaking on Kanigiri-Podili road.	6th .. 1898 ..	380	695	364	1,439	7

A large number of the men and women represent inefficient labour, and the considerable attendance at the kitchens, which only great want brings into use, testifies to a state of distress which cannot be satisfactorily dealt with by works under the intermediate system. Kitchens have already been constructed at these places and are in working order and it will be a pity to close them now.

Resolution—Mis. No. 461, dated 21st January 1898.

Submitted to Government.

2. The Collector may retain the kitchens already opened for such as will come to them. The Board, however, considers that the piece-work system should not be discarded yet, unless it is found absolutely insufficient to meet the needs of the people. Work may be paid for at rates not exceeding the ordinary Public Works Department rates, and should be supervised by the Public Works Department. So much has been said and written about this system that it should get a fair trial and on all works opened hereafter it should be adopted.

(True Copy and Extract.)

(Signed) L. E. BUCKLEY,
Famine Secretary.

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

Order—No. 72, Revenue, dated 7th February 1898.

Miscellaneous.

With the first of the Proceedings read above, the Board of Revenue submits to Government an application for allotments opened in the district and for the test works now in progress or proposed to be the intermediate system of carrying out works ordered in G.O., No. 2, dated 4th January 1898, is not suitable for the works proposed and that the distress in the taluks of Udayagiri and Kanigiri has already reached the stage when task work becomes necessary; and in his communication embodied in the second of the Proceedings read above, while reporting that he has issued instructions for the introduction of the system on some of the works, he requests the sanction of Government for continuing the task-work system on others.

2. The following test works were in progress at the time of the Collector's report:—

- | | | | | | |
|------------------|-----|-----|-----|-----|-----------------------|
| (1) Udayagiri | ... | ... | ... | ... | Prickly-pear removal. |
| (2) Nandanavanam | ... | ... | ... | ... | Tank repairs. |
| (3) Narravada | ... | ... | ... | ... | |
| (4) Pamur | ... | ... | ... | ... | |
| (5) Pedarikatla | ... | ... | ... | ... | Metal-breaking. |

In regard to (1) above, the Collector stated in a letter, dated 17th December last, that he intended to remove the work to a place five miles to the north of Udayagiri if the number on the work should increase considerably; and it appears from the latest season and other reports received from the district that the work at Udayagiri has now been transferred to Nellatur on the Udayagiri-Sitarampuram road. The Collector also proposes to start work on this same road at Sitarampuram, distant about ten miles from Nellatur, as he considers that the work at Nellatur is too far off for the residents of Sitarampuram and the neighbouring villages. The allotments applied for for the Udayagiri work (now closed) and the others named above aggregate Rs. 27,700 and an additional allotment of Rs. 2,000 is required for kitchens.

3. The above proposals for an extension of works are based on the assumption that there is now in the district undoubted distress requiring the interference of Government under the Famine Code; but since the Collector has as yet furnished little information regarding the tasks exacted from the workers, the Government is not satisfied that the works now in progress have proved the existence of such distress. The numbers on the works are no doubt on the increase, but this is no proof of distress unless the works are being carried on, as they should be, under deterrent conditions. The Commissioner of Revenue Settlement has been recently touring in the tracts reported to be affected, and he will be requested to submit a detailed report as to the tasks enforced and the wages paid at the various works, and generally as to whether the works are being carried out under stringent Code conditions so as to enable Government to decide whether famine conditions really exist and, if so, to what extent relief works are required.

4. The Collector's programme consists of a number of scattered isolated works and if he is under the idea that it is in every case necessary to provide labour near the villages of the persons to be relieved, he is under a misapprehension. The Collector should be directed to take immediate steps to replace numerous scattered works by a few carefully chosen works of large size, providing suitable hutting accommodation for the workers who are unable to attend from their own homes. The Government is of opinion that, where labourers are provided with resident accommodation on the works, no distance within the limits of the same taluk, at all events, should be regarded as too great.

5. The Government observes from the weekly season reports that persons who are not dependants of workers are being fed at the kitchens attached to the test works; the Collector will be instructed to discontinue this at once. In regard to the relief of dependants the Government has more than once expressed the opinion that it is inexpedient to supplement the wages at test works by the grant of gratuitous relief to dependants, but will not disturb the arrangements made by the Collector pending receipt of the detailed report on the condition of the district which the Commissioner of Revenue Settlement has been called upon to submit. The Commissioner will, however, be informed that no kitchens should be opened for the future in connexion with test works, and generally that no gratuitous relief of any kind should be given without the previous sanction of Government except in connexion with regular relief works carried on on the task-work system.

6. The works in progress at Narravada and Narramarella are road works, and if the intermediate system is suitable for any works at all in Udayagiri or Kanigiri, it must be suitable for these works. At the same time the preponderance of women and children in the numbers reported as on relief seems to show that any distress that there may be in these taluks cannot be severe. It is, therefore, not clear why the Collector should object to the system as unsuitable. The Government, of course, does not intend that the system should be adopted irrespective of local conditions which may render its introduction undesirable, but as the Collector's objection appears to be largely due to a misapprehension of the nature and scope of the system, it is necessary to explain in some detail what the system is, how its adoption is desirable in the early stages of distress, and how it can be worked with advantage and economy at almost any stage of distress.

7. As its name implies, the system is intermediate between the contract piece-work system of ordinary works and the task-work system of the Famine Code, and was

originally intended for adoption in the early stages of distress on the score of its economy. In relief works carried out under the conditions laid down in the Code, employment has to be provided for the inefficient who, under the ordinary contract system, would never be taken on at all, and such works give in consequence a very poor result for a very large expenditure in money and trouble. When, therefore, distress, though present, is not so acute, as to drive on to the works a large proportion of inefficient labourers or of persons unaccustomed to labour, payment by results is more economical than task work; in other words, so long as an able-bodied labourer can earn enough by piece-work to enable those of his family who do not work to live at home, he will support them and himself more cheaply than Government can do. The piece-work rates should, however, be so fixed as to form a real test of distress and so as not to attract labour, for which there is existing employment elsewhere. The system, as originally framed in the North-Western Provinces, required the interposition of petty contractors or middlemen between Government and the actual labourers, but it was soon found that this arrangement, though suitable for less considerable works when distress was not general, was not adapted for large undertakings designed to afford relief to considerable numbers of unskilled labourers, and in the North-Western Provinces a modified form of it was consequently adopted, in which the State dealt directly with the labourers; the work was laid out, supervised and measured by Government officials, and tools, where necessary, were supplied by Government; but payments were made by results as in the original scheme and no dependants were recognized. The original scheme and this modified form correspond, respectively, to the works of classes (ii) and (iii) mentioned in paragraph 6 of G.O., No. 430, dated 3rd June 1897. The former of these is the same as the modified contract system described in section 16 of the Madras Famine Code as suitable at the commencement of distress.

8. When directing the introduction of these two classes of works, the Government intended (*vide* paragraph 6 of G.O., No. 430, dated 3rd June 1897), that they should be adopted only in the earlier stages of distress and should be replaced by regular relief works when the demand for employment by inefficient labour became considerable. But later correspondence received by Government since the above order was passed on the working of the system in the North-Western Provinces, shows that the modified form of the system latterly adopted in those provinces has been found suitable for even advanced stages of distress and that, with suitable modifications and subject to certain limitations, it may be adopted with advantage in almost all stages. These modifications which will be found fully described in the papers printed in G.Os., No. 663, dated 2nd August 1897, and No. 705, dated 20th August 1897, are—

- (1) the distribution of cooked food to young children and the addition of 3 pies to supplement the diet of nursing mothers;
 - (2) the formation of weakly persons into separate gangs in exceptional cases.
- These modifications rendered a larger supervising staff necessary than on Code works, but the system was reported to be notwithstanding more economical. It was also found to be deterrent than Code works, but it was not suited to localities where distress was very severe and in these localities it had to be supplemented by Code works on subsistence wages.

9. It will be seen that the essence of the scheme is piece-work at rates which are somewhat less than the ordinary rates, or rather less than the ordinary rates raised with due regard to the prevalent high prices, but still sufficient to leave some margin for the support of dependants. It is of course not intended that the wage of each worker should vary with the number of his dependants; but only that the rates, while below full current rates, should be so fixed as to give a sufficient wage to an able-bodied labourer with an average family.

10. The system can, it is believed, be adopted on large as well as on small and petty works. It is to be distinctly understood that the adoption of the system does not mean the opening of petty village works, which the Collector has been directed to avoid, concentrating his operations on large works. In the event of distress becoming really severe, it may become necessary to open village works to supplement these central works; and where such village works are opened and assigned to village headmen or other middlemen on contract, the contract should be coupled with a condition

that all applicants for employment shall be admitted and that the work shall be paid for at rates to be specified beforehand. When the system is adopted on large works, middlemen may be employed in the early stages or where the official staff necessary for supervision is not readily available, but the Government hopes that it will always be found possible to adopt the modified form of the system. It is unnecessary to issue any instructions at present with reference to the later modifications found necessary in the North-Western Provinces and referred to in paragraph 8 above. With these remarks the Government remits the subject to the Commissioner of Revenue Settlement and the local authorities who will determine where the intermediate system and the task system of the Code may most advantageously be adopted. The former should be thoroughly tried wherever it appears suitable.

11. Subject to the remarks made and the instructions issued in the preceding paragraphs, the Collector is authorized to incur expenditure within the limits of the allotments of Rs. 27,700 applied for by him for relief works. Much of the expenditure that is now incurred from Provincial Funds will be ultimately recoverable from the Local Fund Boards; the necessary orders for a remodelling of the Nellore Local Board's budget will issue in the Financial Department.

(True Extract.)

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

To the Board of Revenue (Revenue Settlement,
Land Records and Agriculture).

„ the Public Works Department
„ the Financial Department.
„ the Local and Municipal Department.
„ the Accountant-General.

READ—the following letter from E. SCOTT, Esq., Acting Collector of Nellore, to the Famine Secretary to the Board of Revenue, dated 9th February 1898, No. 385-Ver. :—

With reference to B.P., Mis. No. 461, dated 21st January 1898, and in continuation of my letter, Ref. No. 11-G.B.—Ver., dated 11th January 1898, I have the honour to submit the following remarks on the working of the intermediate system.

2. The intermediate system was introduced at the Narravada work on the 17th January 1898, this work having been previously conducted as a task work under the code. After working for a week the coolies began to complain that they could not earn enough under the new rules and a number left the work, only, however, to return in a few days as is shown by the following figures giving the number of workers daily from the 17th to the 31st January :—

Date.	Number of labourers.
17th January 1898	1,066
18th „	1,083
19th „	1,094
20th „	1,096
21st „	1,043
22nd „	1,056
23rd „	Sunday.
24th „	1,116
25th „	897
26th „	759
27th „	892
28th „	1,095
29th „	1,056
30th „	1,299
31st „	1,683

Similarly at Nelatur where a work was opened on the intermediate system on the 12th January 1898, it was found impossible at first to get any one to come to the work, but the numbers are now increasing daily.* At Nandanavanam where the work was, as at Narravada, being conducted on the task system a transfer to the intermediate system was made on the 22nd ultimo with the result that all the labourers left the work at once and none came until the 30th when twelve labourers were on the work.

3. At Nelatur and Narravada the rate with which the intermediate system was started was Rs. 1-6-0 for breaking and stacking 100 cubic feet of quartz metal with one anna per 100 cubic feet for each additional 100 feet lead. It was assumed that that rate about 5 annas per diem which it was estimated would suffice to maintain an ordinary family. The rate was also the ordinary local fund rate. Subsequently, under the orders of the Board, the rate was altered to the ordinary Public Works Department rate, that is Rs. 1-8-0 per 100 cubic feet of metal with 1 pie per cubic yard for every 30 feet lead. This was in fact the rate I had originally fixed in a circular issued by me and is, I think, the more correct, but the rate of Rs. 1-6-0 was adopted in accordance with a statement prepared by the Local Fund Engineer.

4. Though the intermediate system has had but a short trial, I consider it sufficiently clear already that the system is not suited to provide labour during distress. My reasons for this are briefly as follows.

5. In the first place, the system requires a great deal of supervision by qualified men, owing to the large number of gangs which are formed. It is impossible to prevent this, because, of necessity, the system becomes a task work pure and simple, the moment we take upon ourselves to say how the gangs are to be constituted. On the 3rd February at Narravada there were 107 gangs though there were only 1,742 workers, and it can easily be conceived what a task it is to measure up the work of so many gangs and to pay them. And as the constitution of these gangs is continually changing, it is necessary to pay almost daily. In fact payments have hitherto been made daily, though it is impossible to continue doing so, now that the numbers are becoming so large. It is true that taking into consideration the absence of maistries, sub-maistries and head-coolies, of the kitchen and its establishment, the expenses of a work under the intermediate system are considerably less than of a task relief work under the Code, but the necessity for additional overseers, or sub-overseers, which, it must be remembered, is the establishment it is difficult to get, goes far to reduce the difference in cost.

6. In the second place the system seems to me to fail utterly as a system of relief and is merely an expensive method of executing piece works. The statement "A" enclosed gives approximately the earnings per man, woman and child on the work at Narravada from the 25th to the 29th January, a child being taken to be 1 unit, a woman $1\frac{1}{2}$, and a man 2 units, which is the method of distribution adopted by the workers themselves. It will be noticed how great the differences in the earning of the members of the various gangs are. On the 26th for instance, in the 7th gang, each man earned $2\frac{1}{2}$ annas, while in the 2nd, 6th, 22nd and 25th gangs, each man earned only $1\frac{1}{4}$ annas or exactly half. It may be presumed from this that the members of the 2nd, 6th, 22nd and 25th gangs are either not in distress and were lazy or that they were unable, owing to weakness or inefficiency, to do more work than they did. If the first presumption is correct, the intermediate system is no test whatever of distress and leads to unnecessary expenditure while, if the latter is correct, the system fails to relieve the distress, which exists and is nothing but a slow process of starvation.

7. Thirdly, it stands to reason that, as the number and character of the dependents of any individual worker on a work must vary considerably, the wages earned by some are sufficient while those earned by others are wholly inadequate. For instance, in gang No. 64 on the 28th January, a woman and her adult son, together earned 3 annas 6 pies, having no dependents to support out of their earnings, while another woman and her son earned in the same gang 2 annas 7 pies and had to support on this in addition to themselves a sick boy aged 10 years and a little girl aged 6. Seeing that the commencement of such works presumes that the earnings of a labourer on any day are required for his wants of that day, the intermediate system cannot but lead to many being slowly starved while others get much more than they really require.

8. Further, the system does not give work to all applicants. The efficient labourers in many cases refuse to allow inefficient to work with them, with the result that the inefficient must either leave the work or work together, that is either starve quickly or slowly. It is impossible to imagine any circumstances under which inefficient hands will not apply for work, and thus unless a kitchen or a poor-house is attached to a work under the intermediate system, it must fail to give adequate relief for distress. To quote a case in point, a nursing mother with twins was at work at Narravada prior to the introduction of the intermediate system. She was allowed to continue in a gang after the system was introduced for 7 or 8 days, but then the rest of the gang, finding they were not earning enough, turned her out, and, as no other gang would admit her, she had to leave the work. On the 28th January I came upon her with another nursing mother, also turned adrift, on the road to Udayagiri, where she told me she was going to beg for assistance from the missionary!

9. From another point of view, too, the system deserves to be condemned. Take, for instance, two * gangs formed as follows:—

—						Men.	Women.	Children.
Gang A	::	::	::	::	::	13	18	12
" B	::	::	::	::	::	27	49	19

Taking the rations provided in the Code with grain at 12 seers per rupee, each man must earn 1 anna 7 pies, each woman 1 anna 6 pies, and each child about 1 anna in order to keep from starving. The earnings of the gangs must, therefore, be—

Gang A—Men Rs. 1-4-7 + Women Rs. 1-11-0 + Children As. 12 = Rs. 3-11-7.

Do. B—Men Rs. 2-10-9 + Women Rs. 4-9-6 + Children Rs. 1-3-0 = Rs. 8-7-3.

To earn this, with payments at Rs. 1-8-0 per 100 cubic feet of metal, gang A must do 248.2 cubic feet, while gang B must do 563.5 cubic feet. Taking 1 man = 2 women = 4 children, according to the Code, 1 child being a unit, gang A must do 2.482 cubic feet per unit, while gang B must do 2.5 cubic feet per unit. It follows, therefore, that, if both gang A and gang B turn out 2.482 cubic feet per unit, while gang A will earn sufficient for its working members, gang B will not have sufficient to keep its members from starving. The difference in cases may, of course, be much greater as, for instance, with two † gangs constituted as follows:—

† These were gangs 47 and 65 on the 29th January at Narravada.

—						Men.	Women.	Children.
Gang A	::	::	::	::	::	0	4	2
" B	::	::	::	::	::	4	4	2

Here, with payment at Rs. 2-2-0 per 100 cubic feet (i.e., Rs. 1-8-0 + As. 10 for 1,000 feet lead), each unit in gang A would have to break 2-352 * cubic feet of metal to earn the famine wage under the Code, while gang B would have to do only 1-62 † cubic feet per unit to earn the same wage. The reason for this is that the ratio between the famine wages, i.e., the necessary nourishment of a man, woman

* Gang A = 10 units.
Wages under the Code = $4 \times 1\frac{1}{2}$ as. + 2×1 a.
= 8 as. = 23-52 c. ft. = 2 352 per unit.

† Gang B = 26 units.
Wages under the Code = $4 \times 1\frac{1}{2}$ as. + $4 \times 1\frac{1}{2}$ as. + 2×1 a. = $14\frac{1}{2}$ as. = 42-14 c. ft.
= 1-62 c. ft. per unit.

and child differs altogether from the ratio between the task they can turn out, and instead of the ratio of the work a man can do as compared to that done by a woman and a child being 4 : 2 : 1, as in the Code, it would have to be approximately $1\frac{1}{2}$: $1\frac{1}{2}$: 1 for a system such as the intermediate system to be worth trying when it is believed distress exists. The ratio in the Code is probably incorrect and a more correct ratio would be 3 : 2 : 1, but even this differs considerably from that which would be required to make the intermediate system at all possible.

10. Enclosure A will show how inadequate the earnings of some workers are, even for their own support.

On the 28th January, at Narravada—in ten gangs, omitting one which worked only part of the day, with 34 men, 60 women—11 being nursing mothers—and 21 children, the earnings were 1 anna per man, 9 pies per woman, and 6 pies per child or less, which would not suffice for the workers themselves without taking into account dependents. There is no reason to believe, the short outturn was due to wilfulness, for the workers come at daybreak and work on until sunset, and I have even been told that some of them break stone at home at night and bring it with them the next morning. It must at the same time be admitted that in the absence of accurate information as to when each gang commenced and stopped work it is not possible to draw definite conclusions from the figures in statement A. I give below, however, two cases which will show how inadequate the wages must often be. At Narravada was working a woman, Kondi, with two young daughters. Her husband is an old man unable to work and was at home with three children, aged 7, 5 and 3 years. The earnings of the mother and her daughters amounted to 2 annas 11 pies, though their gang did good work, the men earning 1 anna 8 pies each. This 2 annas 11 pies had to feed the family of seven! At Nelatur a man, Ittada Narsigadu, was on the work with his wife and a son. The wife was nursing a child a few months old, and there were at home two other young children. The earnings of the family on the 29th were 2 annas 10 pies and as I was on the work the whole day, I can vouch for the fact that they worked all they knew. The wage will only feed the man and the woman and will provide nothing for the children.

11. Further evidence of the failure of the intermediate system is the condition of the people on the work at Narravada, where the condition of many of the workers, and especially of some babies, is very bad, and contrasts most unfavourably with the state of the workers on the work at Narramarella and also I believe with that of those at Pedarikatla. At the same time, I believe irregularity in payments prior to the 23rd January 1898 has much to do with the poor condition of the labourers at Narravada, but the intermediate system has undoubtedly aggravated matters.

12. In consideration of these facts, I would ask that the sanction of Government may be obtained for the opening of the various works as task works under the Code, or that otherwise I may be allowed to open kitchens at each work. And I would also repeat my request to be permitted to hand over all the works now in progress to the Public Works Department. If this is not done I shall have to employ a number of temporary overseers and sub-overseers, as all the Local Fund men I can spare are already engaged on the works. I have been obliged on this account to defer opening the works at Chundi in Kandukur taluk, Talapad in Podili and Chendalur in Darsi as I had proposed (vide this office letter, Ref. No. 248-Ver., dated 21st January 1898) which, before the receipt of G.O., Mis. No. 361, dated 24th January 1898, I had asked the Executive Engineer to start. I might here note that paragraph 6 of G.O., No. 430,

Revenue, dated 3rd June 1897, seems to contemplate works under the intermediate system being executed by the Public Works Department, and to get them properly executed with establishment, such as I have at my disposal, is well nigh impossible.

13. In conclusion, I must invite the attention of the Board to the necessity for prompt action being taken by the Public Works Department to prepare and obtain sanction for estimates for works in the affected tracts. Every single work in the Public Works Department relief programme seems to be either impossible or to require re-investigation, and certain estimates for tanks in Kanigiri taluk which I had prepared by a Minor Irrigation Overseer I put on special duty for the purpose and forwarded to the Executive Engineer for check, I am told cannot be examined. To-day I learn that the Anantasagaram project referred to in G.O., No. 441, dated 26th January 1898, requires to be re-investigated, and I believe the Anamasamudram project is not unlikely to receive similar treatment.

RESOLUTION—No. 77, dated 14th February 1898.

The G.O. read above will be communicated to the Collector of Nellore for information and guidance. He is requested to report forthwith in detail as to the tasks enforced and the wages paid at the various test works. The result of the Commissioner's inspection of the district has already been reported to Government in B.P., No. 65, dated 8th February 1898.

2. The Collector will note that no more kitchens are to be opened until further orders, and that persons who are not dependents of workers should not be fed at the existing kitchens.

3. In the second paper read above, the Collector reports on the working of the intermediate system of works started in the district and, stating that it has proved a failure, requests permission to convert the works into task works under Famine Code conditions. The Board agrees with the Collector; his remarks in paragraph 6 of his letter as to the demerits of the intermediate system put the case briefly, clearly, and it is considered, correctly. But lest it may not be said that the system has not been given a fair trial, the Collector is requested to report if he is able to come to any other conclusion after studying the instructions issued in the G.O. read above.

4. The Board agrees with the Collector in thinking that all the works in the district should be handed over to the Public Works Department. It is plain that if the intermediate system is to have a chance, it must be under adequate professional supervision. The attention of Government is invited to the last paragraph of the Collector's letter, and it is requested that orders may be issued in the Public Works Department for bringing under sanction at a very early date as many works as may be required for relief purposes in Nellore.

(True Copies and Extract.)

Famine Secretary.

To the Secretary to Government, Revenue Department. *M. S. Chetty*
Collector of Nellore, with G.Os., Nos. 662, dated 2nd August 1897, and No. 705, dated 20th August 1897.

Copy to other Collectors.

Exd. Md. Pahlivan.

Code
Class.

INDIAN



TELEGRAPHS.

Monthly
Number.

To
(Office)

From
(Office)

Words.

Day.

Hour.

Minute.

Official
Instructions.

To
(Person)

From
(Person)

64 Word Form.

64 word form grid with horizontal lines for message entry.

Recd from

LN.

Sent to

LN.

At

Hrs.

Mts by

At

Hrs.

Mts by

Telegraph Master.

Code Class. INDIAN TELEGRAPHS. Monthly Number.

To (Office) From (Office)
Words. Day. Hour. Minute. Official Instructions.

To (Person) From (Person)

64 Word Form.

Rel

Where is the office?
A. From the office
I am not sure
I am not sure

F. O. 2.

Recd from LN. Sent to LN.
At Hrs. Mts. by At Hrs. Mts. by

Telegraph Master.

In the first place the pt wd
negate that the accounts before
it leave no room for doubt that
there exist in Kollare true famine
conditions. With regard to the intermediate system
certain practical details of the intermediate system are
proposed.

Received at Division
Real B.P. 77 (C. No. 143)
14-2-98
G.O. No. 143 of 10.2.1898
In the pt. read above the
Board of Revenue submit a report
from the Collector of Nellore & J. Kelly
on the operations of the intermediate
system. The report shows that
the intermediate system is not understood
by the Collector. The following are the
proposed (1) to come extent to the extraordinary
delay on the part of the Board
in communicating to him J.P. &
2 August 1897 No 662. The Board
is requested to communicate to
J.P. to all collectors at once. One
of the chief causes from the beginning
to the end of a famine is the want
of work & employment and the
intermediate system provides this
work. 2. The Collector is requested to
fundamental principles of the
intermediate system. It is
the responsibility of the
officials not to interfere in any
way with the formation of gangs, so
that the workers may divide themselves
into as many gangs as they like turn
out as inefficient as the others.

any individuals they choose and
that of necessity the system becomes
a task work pure & simple, the moment
we take upon ourselves to say how
the gangs are to be constituted".

The essence of the Intermediate system
is payment by results, and there
can be payment by results to
regulated gangs as well as to unregulated
gangs. The officials should see
that the gangs are of a proper size
& properly constituted and fix
the tasks accordingly.

3. ^{Among} Some of the arguments adduced
by the collector to prove the un-
suitability of the Intermediate
System ^{the collector declares} that it does not secure
uniformity in the wages, that it
does not provide for the subsistence
of the worker & his dependants if
he has a large number of ^{them} dependants
& that it does not secure that
the same amount of work shall
fit the same wage in different gangs.
The Intermediate system is not
intended to achieve these objects,
and it cannot be said that it fails
because it does not. The system when properly administered
fails, however, if the condition of the
people depending on it is bad and

deteriorates, as the collector says
the case at Narravada and if
~~fails the task system must be~~
~~substituted for it.~~ Now that the
work at Narravada has been transferred
to the P. W. Dept. the effect of their
management must be watched
& if the condition of the ^{on that work} people ~~at~~
Narravada goes on deteriorating
the ^{a revision in the ordinary} task system ~~must be introduced~~
^{under the late} introduced. may be necessary

4. The Collector also says that the Intermediate
System leaves the inefficient to starve.
~~The collector states that inefficient persons are~~
~~It is the inefficient are not~~
not very numerous ^{they should} and can be
distributed amongst the ordinary
gangs ^{but if their members} if ~~the no of inefficient~~
~~persons~~ ^{unduly} seeking relief becomes large, the
^{all or may form these} gangs of weakly persons ^{may also} must be
^{gangs} formed and a reduced task given
for them. Kitchens for distribution
of cooked food to young children
(under seven years of age) ^{may also} should be
opened when there is reason to
believe that the parents are deli-
deliberately starving their children.
This should however be done with
caution as parents who would
otherwise treat their children

In this subject the following will
be referred to para 8 of the
Halderness letter to the Govt of
India dated 21 May 1897 printed
in G.O. 22 No 662 d. 2 Aug 1897,
which, as already noticed above,
the Board failed to communicate to that officer.

may be tempted to
sell & take full advantage
of the concession when it is once
wanted. The Collector should decide
after careful ~~careful~~ consideration
whether the establishment of a
Kitchen ^{for children} is necessary in the case of
any particular work or not. He
should also supplement the wage
of nursing mothers by three pice
a day.

5. (The attention of the P.W. Deptt.
will be invited to the last
para of the Collector's report.)

1/11/98
9/12/98
The Board of Revenue (Settlement)
P.W. Deptt.
9/12/98

The Board of Revenue (Settlement)
P.W. Deptt.
9/12/98

Under recent orders the charge
of the "intermediate" works ^{in Kollam}
being handed over to the
P.W.D., whose attention will
be directed to the ~~difficulties~~
~~raised by the collector & the~~
~~Revenue in the~~ ~~the~~
~~be done with misapprehension~~
which has resulted in that
disturbance as to the ^{practical} working
of the system.

8/12
1937
C. W. P.
10/13/98
received in print
19/12/98

11/11/97
(2) H. S. H. S.
(3) H. S.

The accounts before us leave
no room for doubt that we
have what the Sec. calls
"fine genuine conditions" in
Kollam.

As regards the Inter-
mediate System, the Com-
missioner shows that he does not
understand it; and this, at least
in part, is due to the extraordinary
delay of the P.D. in communicating
him ^{to} 662. This order should
be at once communicated with
Collector. But with regards
as an axiom, or a self evident
truth, that officials cannot
interfere in any way with the
formation of gangs, that the
workers may divide themselves
into as many gangs as they like,
turning out as "inefficient", or
otherwise, any individuals they
choose, & that of necessity
the system becomes a backwash
pure & simple the moment we
take it upon ourselves to try how
the gangs are to be constituted.
I do not see this at all. The
absence of the Intermediate
System is payment of results, &
here can be payment of results
to regulated gangs as well as to

Read Cus 1434/98

Note. In its proceedings read
above, the Board of Revenue Com-
municates to the Collector of Kollam,
p.p. No 72 7.2.98 Re explaining
the principles regulating the con-
duct of the intermediate piece-
work system of relief works, and
at the same time submits to
Govt. the Collector's report ^{dated 9/12/98} on the
working of the same certain relief
works in the district under
the system. The Collector forwards
statements showing the work turned
out and the wages earned by the
work parties on the Naravada works
between the 25th and 29th January 1898
and is inclined to the view that
the intermediate piece work system
is not suited to afford relief in
during distress. The defects in the
system as noticed by him are
as under:—

(1) the system requires a
great deal of supervision by qualified
men owing to the large number of

C. W. P.
10/13/98
received in print
19/12/98

gangs which are formed. The extra
cost thus involved goes far to reduce
the difference between this and the
task work systems. As the Constitution
of the gangs frequently changes, payments
have to be made daily.

(ii) & (iii). the system utterly fails
as a system of relief, in that, by
actual experience, it is found that
the earnings of the members of the
various gangs differ greatly and are
in many cases quite inadequate
to maintain the worker and his
non-working dependants.

(iv) the system fails to give
work to all applicant applicants, the
efficient laborers refusing ^{to} follow
inefficient to work with them.

(v) the incidence of work
for unit ~~is~~ varies with each gang
and is unequal.

(vi) the condition of the people
on works under the intermediate
system does not compare favorably
with those on works under the Code
works system.

2. On the above grounds

= If necessity the system becomes a
back work force & for the
moment we take upon ourselves
to try how the gangs are when
constituted.

= If the gangs get no wages,
because they were not in distress
or by the system does not help
distress: if because they were
weak or inefficient the system
fails to relieve distress. The
same wage is not right for
workers with no dependants &
workers with many dependants.

= If the inefficient are placed
in separate gangs, no work
is not done to earn the proper
wage - so kitchens are necessary.

= Some gangs have to do much more
work than others in order to earn
subsistence.

X unregulated gangs. The officials
should see that the gangs are of
a proper size & properly consti-
tuted, & fix tasks according to.
Mr. Scott also says that the inter-
mediate system fails, because
it does not secure uniformity
in the wages, because it does

not provide for the assistance
of the worker & his dependants
if he has a large number of
dependants, & he cannot do
the amount of work made for the
same wage in different gangs.
The Intermediate System is not
intended to do this, & it cannot be
said to fail because it
does not. It does fail,
however, if the condition of the
people depending on it is bad
& deteriorates, as Mr. Scott says
is the case at Naravada; &
if it fails, the task system must
be substituted for it. Now that this
work has been transferred to the
task system, the effect of their management must

But he says the moment we
regulate the constitution of
the gang & piece work becomes
back work.

has watched, & if the condition of
the people ^{at Naravada} is deteriorating,
the task system must be
introduced. This difficulty about
leaving "inefficients" to Naravada
be easily met, if they are not
very numerous, & can be dis-
tributed among the ordinary
gangs. If they are too numerous
for this, gangs of weak persons
must be formed, & a reduced

the collector ^{suggests} the opening
of the relief works in the district under
the Code work system, or otherwise,
to be empowered to open kitchens
at each work. The Board of Revenue
concurs with the collector in his
remarks, but has instructed
him to study the instructions
contained in P.O. 72/72.98 and
to submit a report thereafter.

3. Defects (iv) & (v), noticed
by the collector are no doubt
real, but can, in a great
measure, be removed if the officers
controlling the works take care
to distribute the inefficient ration-
ably among all the gangs and
not allow the workers to have their
own way in the formation of the
gangs. But if the number of
inefficients ~~becomes~~ seeking State
relief becomes large, as it appears
to be the case in Nellore, then it
is clear that the distress has
become acute and it will be
necessary to bring into operation
the supplemental ~~measures~~ remedial
measures adopted in the modified

system of intermediate works, viz,
 (1) the distribution of Cooked food to young children and the addition of 3 pies to supplement the diet of nursing mothers, and
 (2) the formation of weakly persons into separate gangs in exceptional cases.

In very distressed areas it may also become necessary to supplement these intermediate works by a few works under the Code. It, however, has been decided to transfer all the work conducted under the intermediate system to the charge of the P.W.D., it is thought that the results of its working under the management of that Deptt may be ascertained. The Collector as the chief head of the famine administration in the district will continue to carefully watch the effects of its working.

In the concluding para of his letter, the Collector brings to notice the delay on the part of the P.W.D. in bringing under sanction the necessary number of works in the affected tracts. The attention of

has been presented for him.
 Mr. Scott asks for sanction to establish a kitchen in connection with the P.W.D.
 vide para 8 of L.O. 72-7.2.98

with any intermediate system work, & apparently intends to give cooked food in home to all "weakly" & dependent. It is found that the women are withholding subsistence from their children (as cooking was the main business in the house & family), & children were not allowed to go to school. This had to be allowed under conditions.

parents, who would otherwise have their children well, with having full advantage of the enormous relief when it is once given. But it may be necessary to decide whether it is necessary in the case of any particular work, or not. He had also represented the wage of nursing mothers 3 pies a day.

This order had been communicated to the P.W.D. looking changes of the intermediate system works in order that they may see what errors have been corrected in the all over.

1/3/98
 The order has been issued. Every effort should be made to give the system a fair trial.
 744 5.5.98

the P.W.D. may be drawn to the necessity for prompt action in the matter.

24/2/98
 24/2/98

It seems quite clear that distress has fully satisfied the test & that ^{true} famine conditions really exist. The fact that workers who, on the change of system, left the work, probably to bring pressure to bear on the collector, subsequently returned to labour under very severe conditions must be accepted as decisive for the purpose of determining the action of Govt. It is not impossible that a certain number, with some provision ^{of their own} behind them, may choose to earn something, even if an insufficient wage, rather than sit at this slack agricultural season of the agricultural year.

25.2.98

to earn no supplement to
their own stock. But the
severe conditions accepted, &
the collector's own observation
began no doubt of the state
of things. The Govt. may therefore
now formally ~~have~~ recognize the
works as no longer test works but
be genuine ~~work~~ relief works.
The great difficulty with
the intermediate system is the
inefficient labourer, the person who
from ^{great} weakness or other cause is
unable to perform much or any work.
The same difficulty ^{may} also arise ^(I think) where
there is a ^{disproportionately} large number of women
& children without an adult male
head of the family, ~~deeds~~ or one
able to do an effective day's work.
This ^{former difficulty} was recognized in the
R.O.P. vide para 8 of their letter
to Hida 210 July 97 at p. 4 of G.O.
1162 Rev. D. 2 Aug. 97 — and
permission was given in
exceptional instances & localities
to form these weaklings into
separate gangs & prescribe a

(Tel. message 2.257/98
in file) M

"reduced back for them. a
"separate table of tasks & rates
"was drawn up for these gangs"
The table will be found
on p. 23 of our Rev. G.O. just
quoted.
It seemed strange that
the collector did not refer to any
of the modifications introduced
into the original R.O.P. system in
order to adapt it to ^{special or} ~~local~~ ^{places} ~~circumstances~~
in which the distress was
increasing in severity. I ac-
cordingly inquired of the Board
when the important G.O. of
2 Aug. 97, no 682 was com-
municated to the collector, &
found that this was not done
till they issued their Order of
14 Feb. (the present current).
It was not fair to the collector to keep
~~him~~ ^{him} so long in
the dark as regards some of
the most important modifications
of the system which he had
been instructed to try.

The modified scheme allows also
of the distribution to young children
of cooked food where there is
reason to believe parents are
^{deliberately} starving their children - vide
para 7 J.S. of Nov. letter at p.
4 of p. of 2^d Augt - I doubt if
such cases have been known -
at any rate to any marked extent -
in this D.C. but the Govt's attention
may be drawn to the provision.
The danger is that if parents become
aware of this concession, they
will see that it is taken full
advantage of. The Govt. must therefore
exercise a careful discretion, to
prevent this, its being abused.
As to what is a "young child", the
Govt. rule fixes it as "under seven".

For such cases, a kitchen must
be opened. In para. 2 the Board
expresses the view that "no more
kitchens are to be opened until
further orders": but this ~~is~~ ^{is}
the Collector's understanding if
a kitchen is wanted for such
exceptional cases, he may apply

for sanction, even tho' the
work is on the intermediate
system.

The supplement of 3 pie.
to nursing mothers sh^d. also
do something to relieve the
pressure of the ^{intermediate} system in
hard cases.

The intermediate works
are now being transferred
to the D.P.W., so that the
difficulties as to ~~looking~~
setting out the piece
work, arranging the gangs
& paying them will fall to
that Dept.; & we need not
at present notice ~~these~~ in
detail the difficulties
referred by Woodcott on
those points.

I observe that in some
cases the gangs consist
only of women & children:
in many such cases, it
may be presumed that
there is a male head of
the family earning else-
where; and the same thing
happens where there is a

disproportionate number of
women in a gang.

As the ^{Mr} has been
labouring under the dis-
advantage of not being ac-
quainted, when he wrote, with
the intermed. system in its
latest development, we may
ask that a further report
be submitted in a fortnight

S.H.
25/3/98

One of the chief wants
from the beginning ^{was}
end of a famine is the
want of work & employment.
The immediate system
remedies this want. This
view of the case led to
imposed on the Colon, &
an Mr Le Fane, who insisted
regarding it as a horrible
experiment which he will
carry out to the bitter end
in order to show how
horrible it is.

JG
1/3/98

I don't know where this comes
but it looks as if Mr Le Fane
intended to let things drift
in order that he may be able to
say "I told you so" - It will be a
good thing when famine comes sets
into other hands

AS
3/3/98

There may be one Mr Le Fane shows
a strong bias against this system of work.

S.H.
25/3/98

Government (1898) of Madras. REVENUE.

Recd.

Regd.

1898.

Enclosures

Spare copies

G.O., No. 143, 10th March 1898.

MARCH.

Intermediate piece-work system.

Passing orders on Board's Proceedings submitting a report from the Collector of Nellore
on the working of the — adopted on the relief works started in the district.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture, No. 77, dated 14th February 1898 :—

Read—G.O., No. 72, Revenue, dated 7th February 1898.

ABSTRACT.—Passing orders on Board's Proceedings submitting to Government letter from the Collector of Nellore requesting allotments for certain relief works and sanction to continue them on the task-work system.

Read—the following letter from E. SCOTT, Esq., Acting Collector of Nellore, to the Famine Secretary to the Board of Revenue, dated 9th February 1898, No. 385-Ver. :—

With reference to B.P., Mis. No. 461, dated 21st January 1898, and in continuation of my letter, Ref. No. 11-G.B.—Ver., dated 11th January 1898, I have the honour to submit the following remarks on the working of the intermediate system.

2. The intermediate system was introduced at the Narravada work on the 17th January 1898, this work having been previously conducted as a task work under the code. After working for a week the coolies began to complain that they could not earn enough under the new rules and a number left the work, only, however, to return in a few days as is shown by the following figures giving the number of workers daily from the 17th to the 31st January :—

Date.	Number of labourers.
17th January 1898	...
18th "	...
19th "	...
20th "	...
21st "	...
22nd "	...
23rd "	...
24th "	...
25th "	...
26th "	...
27th "	...
28th "	...
29th "	...
30th "	...
31st "	...
	1,066
	1,083
	1,094
	1,096
	1,043
	1,056
	Sunday.
	1,116
	897
	759
	892
	1,095
	1,056
	1,299
	1,683

Similarly at Nelatur where a work was opened on the intermediate system on the

* 20th January 1898	...	...	109
21st "	...	...	307
22nd "	...	...	222
23rd "	...	...	...
24th "	...	...	219
25th "	...	...	174
26th "	...	...	183
27th "	...	...	180
28th "	...	...	259
29th "	...	...	291
30th "	...	...	...
31st "	...	...	340

12th January 1898, it was found impossible at first to get any one to come to the work, but the numbers are now increasing daily.* At Nandanavanam where the work was, as at Narravada, being conducted on the task system a transfer to the intermediate system was made on the 22nd ultimo with the result that all the labourers left the work at once and none came until the 30th when twelve labourers were on the work.

3. At Nelatur and Narravada the rate with which the intermediate system was started was Rs. 1-6-0 for breaking and stacking 100 cubic feet of quartz metal with one anna per 100 cubic feet for each additional 100 feet lead. It was assumed that an efficient man and a woman with the assistance of a child would be able to earn at that rate about 5 annas per diem which it was estimated would suffice to maintain an ordinary family. The rate was also the ordinary local fund rate. Subsequently, under the orders of the Board, the rate was altered to the ordinary Public Works Department rate, that is Rs. 1-8-0 per 100 cubic feet of metal with 1 pie per cubic yard for every 30 feet lead. This was in fact the rate I had originally fixed in a circular issued by me and is, I think, the more correct, but the rate of Rs. 1-6-0 was adopted in accordance with a statement prepared by the Local Fund Engineer.

4. Though the intermediate system has had but a short trial, I consider it sufficiently clear already that the system is not suited to provide labour during distress. My reasons for this are briefly as follows.

5. In the first place, the system requires a great deal of supervision by qualified men, owing to the large number of gangs which are formed. It is impossible to prevent this, because, of necessity, the system becomes a task work pure and simple, the moment we take upon ourselves to say how the gangs are to be constituted. On the 3rd February at Narravada there were 107 gangs though there were only 1,742 workers, and it can easily be conceived what a task it is to measure up the work of so many gangs and to pay them. And as the constitution of these gangs is continually changing, it is necessary to pay almost daily. In fact payments have hitherto been made daily, though it is impossible to continue doing so, now that the numbers are becoming so large. It is true that taking into consideration the absence of maistries, sub-maistries and head-coolies, of the kitchen and its establishment, the expenses of a work under the intermediate system are considerably less than of a task relief work under the Code, but the necessity for additional overseers, or sub-overseers, which, it must be remembered, is the establishment it is difficult to get, goes far to reduce the difference in cost.

6. In the second place the system seems to me to fail utterly as a system of relief and is merely an expensive method of executing piece works. The statement "A" enclosed gives approximately the earnings per man, woman and child on the work at Narravada from the 25th to the 29th January, a child being taken to be 1 unit, a woman $1\frac{1}{2}$, and a man 2 units, which is the method of distribution adopted by the workers themselves. It will be noticed how great the differences in the earning of the members of the various gangs are. On the 26th for instance, in the 7th gang, each man earned $2\frac{1}{2}$ annas, while in the 2nd, 6th, 22nd and 25th gangs, each man earned only $1\frac{1}{4}$ annas or exactly half. It may be presumed from this that the members of the 2nd, 6th, 22nd and 25th gangs are either not in distress and were lazy or that they were unable, owing to weakness or inefficiency, to do more work than they did. If the first presumption is correct, the intermediate system is no test whatever of distress and leads to unnecessary expenditure while, if the latter is correct, the system fails to relieve the distress, which exists and is nothing but a slow process of starvation.

7. Thirdly, it stands to reason that, as the number and character of the dependents of any individual worker on a work must vary considerably, the wages earned by some are sufficient while those earned by others are wholly inadequate. For instance, in gang No. 64 on the 28th January, a woman and her adult son, together earned 3 annas and 6 pies, having no dependents to support out of their earnings, while another woman and her son earned in the same gang 2 annas 7 pies and had to support on this in addition to themselves a sick boy aged 10 years and a little girl aged 6. Seeing that the commencement of such works presumes that the earnings of a labourer on any day are required for his wants of that day, the intermediate system cannot but lead to many being slowly starved while others get much more than they really require.

8. Further, the system does not give work to all applicants. The efficient labourers in many cases refuse to allow inefficient to work with them, with the result that the inefficient must either leave the work or work together, that is either starve quickly or slowly. It is impossible to imagine any circumstances under which inefficient hands will not apply for work, and thus unless a kitchen or a poor-house is attached to a work under the intermediate system, it must fail to give adequate relief for distress. To quote a case in point, a nursing mother with twins was at work at Narravada prior to the introduction of the intermediate system. She was allowed to continue in a gang after the system was introduced for 7 or 8 days, but then the rest of the gang, finding they were not earning enough, turned her out, and, as no other gang would admit her, she had to leave the work. On the 28th January I came upon her with another nursing mother, also turned adrift, on the road to Udayagiri, where she told me she was going to beg for assistance from the missionary!

* These are gangs actually at work at Narravada.

9. From another point of view, too, the system deserves to be condemned. Take, for instance, two * gangs formed as follows:—

		Men.	Women.	Children.
Gang A	:: :: :: :: ::	13	18	12
" B	:: :: :: :: ::	27	49	19

Taking the rations provided in the Code with grain at 12 seers per rupee, each man must earn 1 anna 7 pies, each woman 1 anna 6 pies, and each child about 1 anna in order to keep from starving. The earnings of the gangs must, therefore, be—

Gang A—Men Rs. 1-4-7 + Women Rs. 1-11-0 + Children As. 12 = Rs. 3-11-7.
Do. B—Men Rs. 2-10-9 + Women Rs. 4-9-6 + Children Rs. 1-3-0 = Rs. 8-7-3.

To earn this, with payments at Rs. 1-8-0 per 100 cubic feet of metal, gang A must do 248.2 cubic feet, while gang B must do 563.5 cubic feet. Taking 1 man = 2 women = 4 children, according to the Code, 1 child being a unit, gang A must do 2.482 cubic feet per unit, while gang B must do 2.5 cubic feet per unit. It follows, therefore, that, if both gang A and gang B turn out 2.482 cubic feet per unit, while gang A will earn sufficient for its working members, gang B will not have sufficient to keep its members from starving. The difference in cases may, of course, be much greater as, for instance, with two † gangs constituted as follows:—

		Men.	Women.	Children.
Gang A	:: :: :: :: ::	0	4	2
" B	:: :: :: :: ::	4	4	2

† These were gangs 47 and 65 on the 29th January at Narravada.

Here, with payment at Rs. 2-2-0 per 100 cubic feet (i.e., Rs. 1-8-0 + As. 10 for 1,000 feet lead), each unit in gang A

* Gang A = 10 units.

Wages under the Code = $4 \times 1\frac{1}{2}$ as. + 2×1 a.
= 8 as. = 23.52 c. ft. = 2.352 per unit.

† Gang B = 26 units.

Wages under the Code = $4 \times 1\frac{1}{2}$ as. + $4 \times 1\frac{1}{2}$ as. + 2×1 a. = $14\frac{1}{2}$ as. = 42.14 c. ft.
= 1.62 c. ft. per unit.

would have to break 2.352 * cubic feet of metal to earn the famine wage under the Code, while gang B would have to do only 1.62 † cubic feet per unit to earn the same wage. The reason for this is that the ratio between the famine wages, i.e., the necessary nourishment of a man, woman

and child differs altogether from the ratio between the task they can turn out, and instead of the ratio of the work a man can do as compared to that done by a woman and a child being 4 : 2 : 1, as in the Code, it would have to be approximately $1\frac{1}{2}$: $1\frac{1}{2}$: 1 for a system such as the intermediate system to be worth trying when it is believed distress exists. The ratio in the Code is probably incorrect and a more correct ratio would be 3 : 2 : 1, but even this differs considerably from that which would be required to make the intermediate system at all possible.

10. Enclosure A will show how inadequate the earnings of some workers are, even for their own support.

On the 28th January, at Narravada—in ten gangs, omitting one which worked only part of the day, with 34 men, 60 women—11 being nursing mothers—and 21 children, the earnings were 1 anna per man, 9 pies per woman, and 6 pies per child or less, which would not suffice for the workers themselves without taking into account dependents. There is no reason to believe the short outturn was due to wilfulness, for the workers come at daybreak and work on until sunset, and I have even been told that some of them break stone at home at night and bring it with them the next morning. It must at the same time be admitted that in the absence of accurate information as to when each gang commenced and stopped work it is not possible to draw definite conclusions from the figures in statement A. I give below, however, two cases which will show how inadequate the wages must often be. At Narravada was working a woman, Kondi, with two young daughters. Her husband is an old man unable to work and was at home with three children, aged 7, 5 and 3 years. The earnings of the mother and her daughters amounted to 2 annas 11 pies, though their gang did good work, the men earning 1 anna 8 pies each. This 2 annas 11 pies had to feed the family of seven! At Nelatur a man, Itada Narsigadu, was on the work with his wife and a son. The wife was nursing a child a few months old, and there were at home two other young children. The earnings of the family on the 29th were 2 annas 10 pies and as I was on the work the whole day, I can vouch for the fact that they worked all they knew. The wage will only feed the man and the woman and will provide nothing for the children.

11. Further evidence of the failure of the intermediate system is the condition of the people on the work at Narravada, where the condition of many of the workers, and especially of some babies, is very bad, and contrasts most unfavourably with the state of the workers on the work at Narramarella and also I believe with that of those at Pedarikatla. At the same time, I believe irregularity in payments prior to the 23rd January 1898 has much to do with the poor condition of the labourers at Narravada, but the intermediate system has undoubtedly aggravated matters.

12. In consideration of these facts, I would ask that the sanction of Government may be obtained for the opening of the various works as task works under the Code, or that otherwise I may be allowed to open kitchens at each work. And I would also repeat my request to be permitted to hand over all the works now in progress to the Public Works Department. If this is not done I shall have to employ a number of temporary overseers and sub-overseers, as all the Local Fund men I can spare are already engaged on the works. I have been obliged on this account to defer opening the works at Chundi in Kandukur taluk, Talapad in Podili and Chendalur in Darsi as I had proposed (*vide* this office letter, Ref. No. 248-Ver., dated 21st January 1898) which, before the receipt of G.O., Mis. No. 361, dated 24th January 1898, I had asked the Executive Engineer to start. I might here note that paragraph 6 of G.O., No. 430,

Revenue, dated 3rd June 1897, seems to contemplate works under the intermediate system being executed by the Public Works Department, and to get them properly executed with establishment, such as I have at my disposal, is well nigh impossible.

13. In conclusion, I must invite the attention of the Board to the necessity for prompt action being taken by the Public Works Department to prepare and obtain sanction for estimates for works in the affected tracts. Every single work in the Public Works Department relief programme seems to be either impossible or to require re-investigation, and certain estimates for tanks in Kanigiri taluk which I had prepared by a Minor Irrigation Overseer I put on special duty for the purpose and forwarded to the Executive Engineer for check, I am told cannot be examined. To-day I learn that the Anantasagaram project referred to in G.O., No. 441, dated 26th January 1898, requires to be re-investigated, and I believe the Anamasamudram project is not unlikely to receive similar treatment.

Resolution—No. 77, dated 14th February 1898.

The G.O. read above will be communicated to the Collector of Nellore for information and guidance. He is requested to report forthwith in detail as to the tasks enforced and the wages paid at the various test works. The result of the Commissioner's inspection of the district has already been reported to Government in B.P., No. 65, dated 8th February 1898.

2. The Collector will note that no more kitchens are to be opened until further orders, and that persons who are not dependents of workers should not be fed at the existing kitchens.

3. In the second paper read above, the Collector reports on the working of the intermediate system of works started in the district and, stating that it has proved a failure, requests permission to convert the works into task works under Famine Code conditions. The Board agrees with the Collector; his remarks in paragraph 6 of his letter as to the demerits of the intermediate system put the case briefly, clearly, and it is considered, correctly. But that it may not be said that the system has not been given a fair trial, the Collector is requested to report if he is able to come to any other conclusion after studying the instructions issued in the G.O. read above.

4. The Board agrees with the Collector in thinking that all the works in the district should be handed over to the Public Works Department. It is plain that if the intermediate system is to have a chance, it must be under adequate professional supervision. The attention of Government is invited to the last paragraph of the Collector's letter, and it is requested that orders may be issued in the Public Works Department for bringing under sanction at a very early date as many works as may be required for relief purposes in Nellore.

(True Copies and Extract.)

(Signed) L. E. BUCKLEY,
Famine Secretary.

To the Secretary to Government, Revenue Department.

„ Collector of Nellore, with G.Os., Nos. 662, dated 2nd August 1897, and No. 705, dated 20th August 1897.

Copy to other Collectors.

ORDER—No. 143, Revenue, dated 10th March 1898.

Miscellaneous.

With the Proceedings read above, the Board of Revenue submits a report from the Collector of Nellore, dated 9th February 1898, on the operations now in progress in the district for the relief of distress on what is termed the "intermediate system." In the first place the Government would

remark that the accounts before it leave no room for doubt that there exist in Nellore true famine conditions. With regard to the "intermediate system," the misapprehension which the Collector displays of certain practical details in its working is probably, to some extent, due to the extraordinary delay on the part of the Board in communicating to him G.O., No. 662, dated 2nd August 1897. The Board is requested to communicate the Government Order to all Collectors at once.

2. The Collector appears to regard it as a fundamental principle that the responsible officials are not to interfere in any way with the formation of the gangs, that the workers may divide themselves into as many gangs as they like, turning out as inefficient any individuals they choose and that "of necessity the system becomes a task-work, pure and simple, the moment we take upon ourselves to say how the gangs are constituted." The essence of the intermediate system is payment by results, and there can be payment by results to regulated gangs as well as to unregulated gangs. The officials should see that the gangs are of a proper size and properly constituted and fix the tasks accordingly.

3. Among the arguments adduced to prove the unsuitability of the system, the Collector declares that it does not secure uniformity in the wages, that it does not provide for the subsistence of the worker and his dependants if he has a large number of them, and that it does not secure that the same amount of work shall get the same wage in different gangs. The intermediate system is not intended to achieve these objects, and it cannot be said that it fails because it does not. The system when properly administered fails, however, if the condition of the people depending on it is bad and deteriorates, as, the Collector says, is the case at Narravada. Now that the work at Narravada has been transferred to the Public Works Department, the effect of their management must be watched, and if the condition of the people on that work goes on deteriorating a reversion to the ordinary task system under the Code may be necessary.

4. The Collector also urges that the intermediate system leaves the inefficient to starve. On this subject the Collector will be referred to paragraph 8 of letter from the Secretary to the Government of North-Western Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department, dated 10th July 1897, printed in G.O., No. 662, dated 2nd August 1897, which, as already noticed above, the Board omitted to communicate to that officer. If the inefficients are not very numerous, they should be distributed amongst the ordinary gangs; but if their numbers become unduly large, the Collector may form these weakly persons into separate gangs and prescribe a reduced task for them. Kitchens for distribution of cooked food to young children (under seven years of age) may also be opened when there is reason to believe that the parents are deliberately starving their children. This should, however, be done with caution, as parents who would otherwise treat their children well may be tempted to take full advantage of the concession when it is once granted. The Collector should decide after careful consideration whether the establishment of a kitchen for children is necessary in the case of any particular work or not. He should also supplement the wage of nursing mothers by three pies a day.

5. Under the recent orders, the charge of the "intermediate works" in Nellore is being handed over to the Public Works Department, whose attention will be invited to the misapprehension which has existed in that district as to the practical working of the system.

(True Extract.)

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

To the Board of Revenue (Revenue Settlement,
Land Records and Agriculture).
„ the Public Works Department.

Exd. W. D'Moss.
60 Copies.

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Returned for signature.

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02

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