

Revenue (1898) Department.

PRESS SERIES.

G.O., No. 203.

Dated 7.4.98.

[Despatch Abstract.]

Passing orders on
papers regarding the wages allowed and
the tasks enforced on Nandanavanam
relief works, Nellore Dt.

BACK PAPERS.

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

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
	124/78						

Revenue (1898) Department.

CURRENT No. 1911.

Order

From

The Board of Revenue,
Revenue Settlement and Records
and Agriculture
Madras

No. 1020 Miscellaneous.

Date: 5 March 1898

Received 9/11

Registered 9/11

Enclosures

Spare copies

SUBJECT.

Communicating to the
Collector of Bellary, with remarks
Government order Revenue Department
passing order on the
report of the Commissioner's
inspection of that District.

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

(Sett. 22-2,000-11-5-97.)



Proceedings of the Board of Revenue

(Revenue Settlement, Land Records and Agriculture),

Dated 5 March

1898.

No. 1620 Miscellaneous.

READ

Government order, Revenue Department, No 119 Press dated 1st March 1898.

Resolution

Communicated to the Collector of Nellore.

2. The Board learns with satisfaction that, in the opinion of Government, Mr. Higham's proposals do not necessarily involve a distance test for all

workers

workers. Mr. Higham proposed an improvement of the Famine Relief programme, and he did so on the understanding that "on the first occurrence of distress, it will not be obligatory to provide employment for the people in the immediate neighbourhood of their homes; but that they may, on the contrary, be drafted 40 to 50 miles away from their villages" (para 41 (b) of his general report); he considered that "petty works in the neighbourhood of distressed villages should not be opened

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in the earlier stages of distress (para 41 (i) *idem*), and he contemplated that "in future famine relief workers may be employed at greater distances from their homes than has hitherto been the general practice" (para 30 *idem*). He was aware that it was "often the practice" in Bombay "to insist that applicants should be received on the new relief works who have come from a distance of less than 10 miles, but that they should be drafted to

to other and more distant
works." (para 3 of Bombay
Report); and he had already
spoken with approval of the
success which attended the
efforts made in Bombay and the
Punjab to concentrate labourers
on a few large works 30, 40, or even
50 miles from their homes (para
27 of Bombay Report and 29 of the
General Report), while he had also
expressed the opinion that
petty works are invaluable
when it is necessary to bring
people into the neighbourhood of
their homes" and that they should
be reserved for such occasions,"
para

(para 29 General Report). The
Board was thus led to believe
that Mr. Higham proposed that
in all, save exceptional cases,
employment should, in the early
stage of distress, be given to labourers
only at a distance from their homes.

3. Further instructions for the
calculation of piece-work rates
have been solicited in Board's Pro-

C. No. 1921. - ending No 104 Pass dated 5th March 1898.

(True Extract)

W. H. H. H.

James Secretary.

To

The Collector of Mallore.

Copy to the Secretary to Government,
Revenue Department.

Recd
8/3/98

Revenue (1898) Department.

CURRENT No. 1921.

4 March 1898

From The Board of Revenue,
Rev: Sett: L. R. and Agriculture,
Madras.

Order

RECEIVED
No. 104 Press
Dated 5th March 1898.

Received 9th

Registered 10th

Enclosures 1

Spare copies

SUBJECT.

Intermediate system of works

Submitting for
the orders of Government
report from the collector of
Nellore regarding the rates and
tasks to be enforced under
the ———.

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

No. 3985-VER. NELLORE COLLECTOR'S OFFICE,
Dated 5th December 1897.

CIRCULAR REGARDING FAMINE RELIEF-WORKS.

When the Divisional officer considers that work should be provided in any locality to meet a want of work and to prevent distress he should at once recommend to the Collector the opening of some work as a test-relief work. The Collector will issue the necessary order sanctioning the work and will provide the Divisional officer with the funds and tools required. Test relief works will be under the direct management of the Divisional officer, who must regulate them strictly according to the provisions of the Famine Code relating to relief works (para. 17). All test relief works will therefore, be provided with kitchens.* Overseers or Sub-Overseers from the Local Fund department will be placed at the disposal of the Divisional officer for the works.

2. In selecting works for test relief works the Divisional officer must pay special attention to the water supply. No test relief works or relief work should ever be located in any place where there is a possibility of there being any insufficiency of good water. Attention should also, of course, be paid to the general surroundings, and a site on high ground open to the breeze preferred to one lying low.

3. Care must be taken in choosing the site for the kitchen at any work. If possible a suitable site in a tope should be selected. Water should be available close at hand. When necessary, wells can be sunk by relief labour close to the kitchens and they should be carefully watched to see that they are not contaminated.

4. When the number of workers on a relief work is large it is absolutely necessary to provide latrines. These can consist of ditches walled in by palmyra leaves &c. A sufficient number of scavengers should be appointed to look after them.

5. On relief works every gang should be provided at the spot where they are working with a large pot with fresh water for drinking. These pots should be filled by relief labourers specially set apart for this work. They can be kept in a covered-in-shed roughly made of bamboo or other supports with a flat roof of leaves, &c. In such sheds also provision should be made to enable children in arms, brought by persons on the work, being cradled.

6. The officer in charge of a relief work must see that supplies are available close to the work for sale to the labourers on the work.

7. Instructions for the execution of works are given in Appendix VI of the Code. As pointed out in para 1 of that appendix it is important to have everything ready before hand. Immediate steps should be taken by the Sub-Collector and Atmakur Deputy Collector to get ready lists of persons to be employed as paymasters, head maistries, sub-maistries, headcoolies, and kitchen superintendents, if they have not already done so. Vide this Office Ref. No. 394-G.B., VER., dated 5th June 1897. Pay-masters should be Government servants, or pensioners.

8. Great care must be taken in arranging the gangs which should, generally, never consist of less than 90 labourers. The labourers from one village or from villages equidistant from the work should be placed in one gang, as far as possible. Similarly the labourers of one class (A, B, C or D) should be placed in one gang, otherwise it is not possible to properly fix the task to be done by each gang. The children should be arranged in order according to their ages, boys and girls separately. This facilitates payment.

9. The first step is the selection of the gangs, each gang when selected being placed in charge of a head cooly. As soon as this has been done the work to be done by each gang must be marked out (Appendix VI para 9), tools must then be distributed to them and they must be set to work. The head cooly, when his gang has settled down to work, will at once enter in the permanent nominal roll (Appendix III Form D), the names of the labourers in his gang, filling in cols. 1, 2, 3. Further instructions for filling in form D, are given under the sample form in Appendix III of the Code-page 63.

10. In the evening the head cooly will fill in cols. 1 to 6 Part II of the nominal roll, called the work sheet (see Form D, Part II, Appendix III page 63 of the Code). In para 10 of Appendix VI page 87 it is stated that he should fill in cols. 1 to 9; but it will be found best to leave cols. 7 to 11 to be filled in by the sub-maistries or headmaistries.

11. Prior to payment, cols. 1 to 11 of form E Appendix III pages 64 and 65 must be filled in from the D forms by the sub-maistries, and delivered to the paymaster who will fill in the rest of the form, cols. 12 to 15 before the gangs are mustered for payment, and col. 16 the moment each cooly is paid.

12. Care must be taken to see that Part III of form E page 65, and the absence register page 92 are regularly and properly kept. They are apt to be neglected.

13. The duties of head-maistries are given in paras 17 to 18 of Appendix VI page 83. When test works are first started the head maistries' work can be done by the taluk officer, or overseers in charge of the work; they are not required until the numbers on the work are large.

14. Under G.O., 616 Rev. dated 24th July 1897 relief workers should be classified A, B, C, or, D in accordance with the provisions of sec. 96 of the Code. When it is found necessary, the Collector will, under the authority of the same G. O., be prepared to make an allowance for fuel in addition to the wages and rations prescribed in sec. 120 for the four classes of labourers.

15. The rules regarding fining are to be found in the amended sec. 106 of the Code. *Vide* G.O., No. 257 Rev., dated 21-4-97 and No. 616 Rev. dated 24th July 1897 and are reproduced below.

- " 87 (a) Fines may be inflicted for short work, when the officer in charge is satisfied that the deficiency is due to wilfulness and not weakness; but he shall exercise patience and discretion, and warn the relief-workers before putting the penalty in force.
- (b) Ordinarily, no relief worker shall be fined so as to reduce his wages below the minimum fixed by sec. 114 below; if, however, in the hope of forcing the authorities to relax discipline, there is continued and deliberate refusal to do the allotted task, the fining may be carried more severely down to the proportionate payment for work actually done, or the contumacious characters may be sent to the poor house.
- (c) The fining may be extended to the gangers and even to the writers when the officer in charge considers that they are to blame.
- (d) In all cases the number of persons fined with the amounts shall be entered in the weekly report."

Late comers must be dealt with as laid down in para 44 of Appendix VI page 94.

16. The duties of the paying officers are contained in paras 23 to 38 of Appendix VI pages 89 to 93. As already stated the paying officer should always be a Govt servant or pensioner. Until a work is fairly started the paying officer's work should be done by the taluk officer in charge, and he should have with him for a day or two the person it is proposed finally to appoint paying officer so that he may show him how the work is to be done. Payments should be made at first daily, but after 3 or 4 days they can be made once every two days and then once every three days. When payments are not being made daily, it will not be necessary to pay all the gangs on the same day, some gangs can be paid one day and some another, care being taken to see they are paid at regular intervals of two or three days.

17. It will sometimes be found convenient to pay the gangs while they are at work, as, if payment is deferred till the close of the work in the evening, it is sometimes found impossible to pay all the gangs before dark. When gangs are paid while at work, the paying officer should go to the gang with the E form filled in, and the exact amount required for payment of the gang, and have them mustered and paid where they are working. As soon as paid the gang can continue work.

18. The taluk officer must be careful to furnish the paying officer and overseer or other person in charge of the work, with form G Appendix III, page 66. These G notices should be issued as often as, according to form H, a change in the rates of wages should be made. The price to be quoted is that recorded in the taluk price register (taluk account No. 3.) unless the work is at a distance from taluk head quarters in which case the instructions in sec. 121 of the Famine Code should be followed. When fluctuations of grain prices are frequent or considerable, the taluk officer should send the G notice more frequently than once a week.

19. *Tasks.*—With regard to tasks, the special attention of all officers is drawn to the following extract from Government of India Circular No. 3. F-77-1 (*Vide* Board's Proceedings, dated 14th July 1897, No. 33)

"In respect of the importance of exacting a full task at all stages of relief operations it has been found by experience in several provinces that officers in charge of test or relief works when they are first opened are often inclined to be too lax in the matter. In this

early stage firmness in this respect is perhaps even more important than later on: otherwise the works fail to answer the purpose for which they are intended of gauging the existence and character of suspected distress."

"If the wage is to be a test of scarcity it must be a low wage. It is true and must always be borne in mind that persons who are not accustomed to the kind of labour required, cannot at first perform what will, after a few weeks' practice, be a reasonable task for them. The task to be exacted must therefore be adjusted to their capacity. But it must at all times be a task which no person would willingly perform in exchange for the famine wage unless impelled thereto by want."

20. Under sec. 107 of the Code the tasks to be exacted should be as nearly as possible those prescribed in the task table (Appendix III form F). Modification will be made by the Collector when necessary, but none should be made without his permission. (G. O., No. 728-Rev., dated 18th Dec: 1896). Task tables suitable for works in the District will be issued separately.

The Code tasks are for typical gangs consisting of certain proportions of men and women and children, and include work which can be done only by adult males. If therefore a gang unavoidably contains a preponderance of women and children, the unit task for the gang should be adjusted to its capacity. To take an illustration: supposing a C. class gang to consist of 10 men, 50 women and 40 children, the task for embankment according to the Code, will be 45 cubic yards, which gives the excessively high task of 4.5 cubic yards for each of the men in the gang. In such a case endeavours should be made to divert the gang to some other work which would give all its members full employment, or to alter its composition by the addition of more men; but till this is done the work of digging exacted should not be more than can be executed by the men, though the result may be that sufficient digging is not done to occupy the rest of the gang in filling and carrying. (G.O. No. 216-Rev., dated 30th March 1897.)

21. When the task appears to be excessive the case must be met by a reduction of the task under sec. 107, and not by reducing the class of the gang (G.O., 216-Rev. dated 30-3-1897); similarly reduction should be made in the task when gangs turn out short work owing to the absence of tools or inexperience in the handling of tools. The case of weakly gangs should also be met by the reduction of the task and not of the class or wage (G.O., No. 216-Rev. dated 30th March 1897 in Board's Proceedings dated 3rd April 1897, No. 278).

22. When labourers come to the work from a distance, the distance they have to walk both to and from the work should be allowed for, and thus form a portion of the day's task: a walk of 2½ miles should be taken to equal 1 hour's work (*Vide* B.P. dated 6th April 1897, No. 286). Hutting accommodation on the work may also be provided for workers from a distance (G.O., No. 94 dated 15th February 1897).

23. *Wages.*—Wages are to be given in accordance with sec. 119, 120, and 121 of the Code as amended by Board's Proceedings No. 336 (Settlement) dated 4th May 1897. When persons are temporarily disabled from working owing to disease or other causes, Board's Proceedings dated 9th June 1897 No. 425 should be followed.

The Code directs that persons of 12 years and upwards should be treated as adults. An exception may be made in the case of boys of 12 to 16 years who cannot turn out as much work as an adult, but whose growing frames require as much food as adults. These should be taken as equivalent to two or three child units for work, but should nevertheless receive the wage of an adult male. (G. O. No. 216-Rev., dated 30th March 1897.)

24. *Kitchens.*—Instructions for the management of kitchens are given in Appendix IV. Plans of famine kitchens are attached to the Famine Code page 68.

25. Instead of the ration in sec. 122 of the Code, the minimum or D ration as laid down in sec. 120 (revised) should be given. The ration for each meal will therefore be as follows:—

	Husked grain in tolas.	Pulse in tolas.	Salt in tolas.	Ghee or oil in tolas.	Condiments and vegetables (especially tamarind and chillies) in tolas.
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Adults (i.e. above 12)	Male or Female	20*	2½	33*	33*
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Children—The ration varies from ¼th to ½th of that for adults according to their ages.

* Or 4½ tolas for every 10 adults.

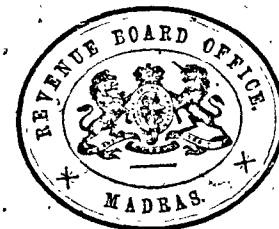
The grain used will be ragi or cholam, and it should be made into pudding; (செட்). Pudding moulds for an adult meal will be supplied from the Huzur.

The pulse used should be dhol or green gram; it should be boiled first separately with the vegetables, and then the salt, oil, tamarind, and chillies added when it is nearly cooked. One and a half seers of water should be used for every 10 adults in cooking the செட்.

26. The children and infirm dependants of labourers are relieved gratuitously at the kitchens attached to works. When dependants attend at the works but are prevented from caste objection from partaking of cooked food the dole prescribed in sec. 122 may take the form of an extra wage to the actual workers. In the case of dependants who cannot attend the work sec. 64 should be applied, or sec. 83 and 85. G.O., dated 30th March 1897, No. 216. As regards deviation from the scale of diet prescribed in the Code, B.P. No. 429 dated 11th June 1897 should be attended to.

27. Works under the D.P.W.—When works are executed under the supervision of the D.P.W., Divisional officers will be guided by the instructions laid down in G.O., No. 593 Rev. dated 19-7-97. printed in B.P. No. 537, 29-7-1897.

E. SCOTT,
Asst. Collector.



Proceedings of the Board of Revenue

(Revenue Settlement, Land Records and Agriculture),

Dated 5th March - 1898.

No. 104 Press.

READ again Board's Proceedings nos. 65 & 77 Press dated 8th February 1898 and 14th February 1898 respectively.

Read also G.O. No. 71 dated 4th February 1898.

Read also the following letter from The Collector of Kallakurichi No. 576/Kr. dated 25th February 1898:—

With reference to Board's Proceedings no. 77. Press dated 14th February 1898, I have the honour to state that there is nothing in the remarks of Government regarding the intermediate system in paras 7 to 10 in their order no 72 Press dated 7th February 1898 which as far as I can see in any way affects my remarks in my letter NO 385 dated 9th February 1898. These remarks, I may point out, are supported to a large extent by the evidence recorded by the Jamine Commission of 1878 (see pages 176 to 185 of Appendix IV) which

in G.O. 143
10.3.98

in G.O. 143
10.3.98

which shows that piecework by itself fails as a means of relief. This also was the conclusion arrived at by the Commission (para 132 of part 1 of Report). The intermediate system - accompanied by task work could possibly be worked so as to provide full relief.

I doubt, however, if this would be as satisfactory as task work by itself, having regard to the excess expenditure under piecework, for, except perhaps when the works are remunerative, and they generally are not, the outlay of a larger expenditure than is absolutely needed to secure the people from distress is unjustifiable. It was this consideration that led me to object to the execution of roadworks under the intermediate system while I raised none to its adoption at Nandanavanam.

2. I do not think I have in any way misunderstood the system though in respect to one point I am still in doubt, that is, the rates to be enforced and definite orders may, I request, be issued as to how they are to be fixed. In para 9 of the order of Government, it is stated that rates should be somewhat less than ordinary rates raised with due regard to the prevailing high prices while, further on, in the same paragraph it is laid down that the piecework rates should be below full current rates

the Government should be made to select large work.

I do not understand what is meant by 'full current rates' as opposed to 'ordinary rates'. Piece work rates for work executed whether by the D.P.W. or the local Fund Department do not vary with prices and if they did vary, the variations would naturally be a fall when the prices are high as the demand for labour would increase. Looking at para. 6 of G.O. no. 430. Revenue dated 3rd ^{June} February 1897, it seems to me that if the rates are to be fixed with reference to the D.P.W. rates, which, we know, will attract labour at all times, they must necessarily be below the ordinary rates and if any change is found called for, it must be based directly upon the price of grain and the task a labourer can execute. Given the task an able-bodied man can execute and given the quantity of grain necessary to support him and the non-working members of his family

family it is easy to find the piece-work rate, provided it is laid down how many non-working members each able-bodied worker must be presumed to support. A typical family is sometimes taken as a man, his wife, two children over seven and two under seven and each able-bodied labourer may be taken to have to support an adult woman and two young children. For task works the Executive Enquirer gave me the following ^{tasks} for an A-class labourer.

Earth work: ordinary red earth: 60, 8 cft;
lift 1 yard; lead 10 yards

Breaking and stacking metal at quarry = 24 cft.

With grain at 12 seers per rupee a labourer would have to earn daily at least Rs. 0-4-9 as shown below

Rs. 0-1-9 for himself

Rs. 0-1-6 — wife

Rs. 0-1-6 — two children

Rs. 0-4-9 or allowing for one day's

rest 0-4-9 + $\frac{1}{6}$ of Rs. 0-4-9, that is,

roughly Rs. 0-5-6. The rates would then be

Earth work: Rs. 5-10-4 for 1,000 cft; ordinary rate Rs. 3-7-6

Breaking and stacking } Rs. 1-6-11 for 100 cft. Rs. 0-10-3
metal at quarry } Local fund rate for labour metal

This shows that the rates under the intermediate system if they are intended to enable a labourer to support his non-working family must be at least 50 per cent. above the ordinary D.W. rates.

3. With regard to para. 1 of the Board's Proceedings, the tasks in force at the test relief works are as follows:—

Pedarikatta work: Breaking and } Task
stacking quartz metal } 1 1/2 cft. per unit

Nararamella work: — flint and } 1 cft. per unit.
quartz. Collection at 150 yards }

Taking the outturn of a man and a woman to be 9 cft. and their daily wages to be Rs. 0-3-1 (with ragia at 12 seers per rupee) we get the rate on the work at Pedarikatta to be approximately Rs. 2-2-0 per 100 cft. or allowing for a day of rest every week with the D. wage Rs. 2-6-5 for 100 cft. against the ordinary local fund rate of Rs. 1-6-4 per 100 cft. Probably the rate on the task work in practice to some extent exceeds the figure given above and Rs. 2-12-0 would be more accurate.

than Rs 2-6-5. 10. Cft would probably be a full day's task for an able bodied labourer. The ordinary local fund rate for metal such as is being broken at Narramarella would be about Rs 2-0-0 per 100. Cft. while the rate on the task work with 1. Cft per unit amounts to Rs 3-9-8 per 100. Cft. I do not think an able bodied labourer would turn out more than 7 Cft per diem at the most on this work.

ie 7 units at 10 per unit

4. It is true that in some cases owing to the neglect of the Overseers, the workers on the several works were allowed to earn the D. wages when they had wilfully neglected to do a full task. For instance, the out. turn at Narramarella from the 7th to the 23rd January was 4086 $\frac{11}{12}$ Cft of broken metal and the wages paid for this amounted to Rs 6238-13-11 which gives Rs 13-8 per 100. Cft. I have, however, warned the Overseers that in all cases the workers must be paid below the minimum wages unless there is some special reason for showing any concession.

5. A copy of the instructions originally

originally issued by me for the conduct of taskwork in my Circular no. 3985^{over} dated 5th December 1897 is enclosed for the information of the Board.

6. I am unable to give any details of the rates on the D. P. W. works at Nandam vanam, as I have received no information from the Executive Engineer. I have not thought it worth my while to wait for his report which will be submitted on receipt.

7. With reference to the remarks of Government in para 4 of the G.O., I would respectfully submit that the selection of large works, vests now more with the D. P. W. than with me. It is useless for me to select. If I am to be told immediately the works cannot be executed. The only works of any magnitude I can select are new road works which should never be taken up if any other

But the G.O. should ascertain from the P.W.D. as to what works are available for execution, before making the selection.

Other works are possible. The works at Naravada and Navramarella are new road works and they may be called large works. The construction of roads from Cheundalore to Donakonda and from Jarlupadu to the Cumbum road will also be fairly large works. With these four works in Udayagiri, Kanigiri, Podili and Darsi, all other works can be closed in these Taluqs if one work in each Taluq is considered sufficient and I request that I may be permitted to close the works at Velatur and Pedarikatta and Nandanavanam and go on with these four works alone. I must however repeat my request to be allowed to hand over the Naravada & Navramarella works at least ~~my request~~ to the D. P. W. - The works at Jarlupadu and Cheundalore would be started under the intermediate system and I think that if this system is to have a proper trial, it will be well to open these works under the D. P. W. especially as the provision of hutting accommodation will be a matter of considerable difficulty and expense. Of the Navramarella work

The D. P. W. has already been asked to take charge of such works.

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is handed over to the D. P. W., it could also be conducted under the intermediate system.

8. I have in accordance with the order of Government ordered the discontinuance of the gratuitous relief at kitchens to non-dependents. I am afraid however that the result of this step will be disastrous, for admitted by one of the first classes to feel the need of relief is that composed of inferior persons and beggars ordinarily living on the charity of the public who are unfit for work. (vide para 109 of the report of the Famine Commission of 1878. Part I) and these must necessarily starve if we do not assist them. Nor is the number in the kitchens (less than 40) so large as to show that there are being resorted to by persons not really needing assistance.

Resolution

submitted to Government

with reference to Government Order no. 71 dated 4th February 1898 and 72 dated 7th February 1898

2 On the subject of the intermediate system, the Board has nothing to add to its remarks in Board's Proceedings No 65 and 77 dated 8th February & 14th February 1898 respectively.

3 The Collector solicits orders as to the rates at which piece work should be paid for - Instructions on the same point were asked for in Board's Proceedings 65 of '98. Paragraph 9 of Government Order 72 dated 7th February 1898 gives a general idea of the method of dealing with the question but the Collector finds difficulties in carrying the principles therein enumerated into practice. The Board regrets that it is unable to furnish the Collector with definite instructions for calculating the rates & payments ^{felt} as it has all along the same difficulty in interpreting the wishes of Government as is felt by the Collector. It is requested that definite instructions may be issued on the point at an early

60. $\frac{119}{1.3.98}$

early date. The Board apprehends the two phrases quoted by the Collector in para 2 of his letter are intended to be identical, that is, that "rates somewhat less than the ordinary rates raised with due regard to the prevailing high prices" are the same as rates "below full current rates". What Government probably intends is that, supposing the P.W.D. rates to allow 3 Annas for a certain amount of work in ordinary times and prices to be doubled, the rates to be allowed is not 6 Annas but something less, say 5 Annas.

4 The Collector once more reports that the Public Works Department is unable to put large works on hand. The matter has been referred to in Board's Proceedings 77 dated 14th February 1898. The unpreparedness of the Department seriously handicaps the Collector in his attempts to carry out the policy of concentrating labourers on large works, which should if possible be remunerative. It

60. $\frac{143}{1.3.98}$

The Collector's proposal to close the works at Nellatur, Pedarikatta and Nandavanam and to offer employment only on the four roads (1) Naravada (2) Narraarella, (3) Chendalote - Donakunda and (4) Jarupadu - Gumbum road is in accordance with the wishes of Government and is therefore approved.

6. Orders for the transfer of the supervision of works to the Public Works Department are being separately communicated to the Collector.

(True copy and Extract)

Handwritten signature
7/2
Jammie Secretary

To The Secretary to Government, Revenue Department.

The Collector, Nellore.

Copy to the Sanitary Commissioners

Revenue (1898) Department.

CURRENT No. 2261

From The Board of Revenue
Per Lett. L. Rds. & Agriculture,
Madras.

Order

No. 2000 Misc.

Dated 19th March 1898.

Received 21

Registered 21

Enclosures 2

Spare copies

SUBJECT.

Submitting to Government in continuation of B.O. 104 Dated 5.3.98 letter from the Collector of Nellore submitting report regarding the wages allowed and the task enforced on Nandavanam Relief work.

Handwritten signature
2/3/98

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

Formations of the gang.

Date.	Rate allowed.	Males.	Nursing Mothers	Other women	Children	Total
1 - 2 - 1898	Rate allowed 1anna per Cubic yard.	249	9	237	29	524
2 nd February 98		306	13	300	41	660
3 rd "		312	21	322	45	700
4 th "		300	21	305	45	671
5 th "		300	21	305	45	671
6 th "		154	9	169	21	353
7 th "		219	21	252	44	536
8 th "		199	14	216	35	464
9 th "		157	12	149	31	343
10 th "		166	13	170	22	371
11 th "	Rate allowed 1anna 3 pias per cubic yard	243	13	256	21	533
12 th "		286	12	288	28	614
13 th "		230	15	273	21	539
14 th "		275	16	344	45	683
15 th "		303	17	403	34	757
16 th "		267	8	367	17	659
17 th "		321	26	436	52	835
18 th "		389	28	475	40	932
19 th "		217	11	257	7	492
20 th "		Sivarathri				
21 st "		388	29	463	30	910
22 nd "		405	29	505	39	978
Total		5,680	358	6,492	695	13,225

(Sub) E. Scott.
Ag: Collector.

(True copy.)

R. V. Smith

for Famine Sec. 70.

End ch. 1/10/10

15th
Copy of letter no 181 dated 27th February 1898
from the special Subdivisional officer, Kaniyur
to the Executive Engineer, Nellore Division

With reference to your Memorandum
No 33.F. dated 15th February 1898, I have the
honor to report that the task enforced in Nandana
vanam Tank work under the Relief System,
was 10 cubic feet each unit or 40 cubic
feet per man to earn B. Wages. Rs 0-1-7, so
the amount of work to be done by a labour
party of one man and two women carriers
was 80 cubic feet for Rs 0-4-7, taking
women's wages at Rs 0-1-6. This gives a
rate of Rs 0-1-7 nearly per cubic yard of
earth excavated and thrown to section. Besides
this, under that system the labourers had the
advantage of getting their children fed -
gratuitously; and nursing mothers had light
work and advantages over others of their
class. All these induced them to flock to
the work.

2. But when "Task" was replaced
by

by the Intermediate system, the rate was fixed at Rs 0-1-0 a cubic yard which required of a man and two women 122^{cubic} feet of earthwork, to earn the same amount as before; and hence the strike among the workers, certainly not owing to weakness on their part but purely with a view of forcing the authorities into relaxing the rates and resorting to the Relief system.

3. Now to compare this rate of Rupees 0-1-0 with the work of ordinary times. The wages of a labour party as before would in ordinary times come to Rupees 0-7-0 per day (man Rupees 0-3-0, woman Rupees 0-2-0). The ordinary rate for earthwork which I take to be the estimate rate for this case is Rupees 3-0-0 per 1000 cubic feet or Rupees 0-1-3 per cubic yard exclusive of sectioning. To earn, therefore, Rupees 0-7-0 per day, the same labour party of one man and two women would have to work in ordinary times not less than 147 cubic feet. It has to be noted here that the above calculations do not allow any margin for contractor's profits, and when we recollect this also, the work of ordinary times would be

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be at least 10 per cent more than given above. Thus the working capacity of a labour party as above could be fairly taken as 162 cubic feet or 6 cubic yards on a work like the one in question. From these you will be pleased to observe that the rate of Rupees 0-1-0 fixed under the Intermediate system which requires an outturn of only 107 cubic feet against 162 cubic feet is, by no means, too much for the capacity of workers.

4. About the 30th ultimo after a strike of about a week, the coolies offered again, and did work to the extent of about Rs 60^{at} Rupees 0-1-0 per cubic yard. But in the meanwhile the order to execute work at ordinary rates (at Rupees 3-0-0 per 1000 cubic feet) was given effect to, which, having been found too attractive, the old rate of Rupees 0-1-0, per cubic yard, has been reverted to. Please vide my No 169 dated 24th February 1898.

5. Referring to para 2 of the Collector's letter under reference, I beg to state that, having only recently joined, I have no experience of

Udaya

19th an



88

Proceedings of the Board of Revenue
 (Revenue Settlement, Land Records and Agriculture),
 Dated 19th March 1898.
 No.

READ the following letter from the collector
 of Nellore, No. 848 dated 15th March
 1898. In continuation of
 my letter No. 576 dated 25th February
 1898, I have the honour to
 forward a copy of letter No. 181
 dated 27th February 1898 from the
 Special Sub-Divisional Officer,
 Kanigiri, with the Executive
 Engineer's endorsement No. 697
 dated 7th March 1898.

Udayagiri Taluk, but I believe a rate of
 Rupees 1-8-0 per 100 Cubic feet breathing
 (1 1/2) and stacking metal with a lead of 50
 yards may be fair

6 If I may be allowed to express an
 opinion, I would respectfully beg to submit
 that the rate of Rupees 2-5-0 should, on
 no account, be raised if the test is to have
 its trial. From the little I have seen of these
 parts, I think the labouring classes have
 enough work in their own way, and do
 not seem to stand in need of state relief
 for some time to come.
 No. 697 dated 7th March 1898

True copy forwarded to the Collector
 of Nellore for information with reference to his
 No. 100 S.B. dated 12th February 1898.
 (On cross)

(Signed) King
 Manager
 Executive Engineer's office
 Nellore

(True copy)

(Signed) E. Scott

Ag. Collector

(True copy)

A. V. Sundararam

for District Secretary

Plus 1
26/8/98

2
2385

2. The task fixed before the work was under the intermediate system was 10 cft per unit. This, at the existing prices, is equivalent, roughly, to a rate of $6 - 5\frac{1}{2}$ ^{as - 14} per 100 cft, leaving children out of consideration, as the following figures show:—

Daily task of $\left\{ \begin{array}{l} 1 \text{ man} \\ + \\ 2 \text{ women} \end{array} \right\}$ is 80: (40 + 2 x 20) cft for a wage of $4 - \frac{14}{7}$ ^{as - 14} $(1 - \frac{14}{7} + 2 \times 1 - \frac{14}{7})$

Weekly task of — 80 — is 6×80 or 480 cft for a wage of $4 - \frac{14}{7} \times 6 + 1 - \frac{14}{7} + 2 \times 1 - \frac{14}{7}$ (Sunday wage)
 or Rs 1-14-19

and 480 cft at Rs 1-4-10 gives a rate of $6 - 5\frac{1}{2}$ ^{as - 14} per 100 cft. The rate allowed under the intermediate ^{piecework} system was 1 anna per cubic yard, or $3 - 8$ ^{as - 14} per 100 cft and to earn the weekly wage

wage of Rs 1-14-19, the working party would have to do $832\frac{1}{2}$ cft in a week or $138\frac{3}{4}$ cft per diem.

3. I believe it to be practically impossible for a working party consisting of 1 man and 2 women to turn out daily $138\frac{3}{4}$ cft of earth-work such as had to be done at Vandavanan.

The Sub-Divisional officer demeritizes by reference to what he considers would be the ordinary estimate rate that the party could turn out 162 cft daily. His assumption, however, that such a party

would every day when working
on a contract work turn out
work worth 7 annas in
ordinary times is fallacious,
even supposing his rate to
be correct, and his estimate
is of no value. As I was
at Wandanavaram on the 11th
Instant and found the
coolies had struck work for
the second time owing to
the Subdivisional officer
unauthorizingly lowering the
rate again from 1⁰ $\frac{2}{3}$ per
cubic yard to which it
was raised by me in
conjunction with Boards.
Proceedings

Proceedings No. 61, Misc, dated
21st January 1898, to 1 anna per
cubic yard, I made a practical
experiment to ascertain the
work a working party might
fairly be expected to turn
out daily. I selected the 7
strongest looking men and
the 14 strongest women I
could find from about 150
coolies who came on my
arrival, and dividing them
into 7 working parties each
of 1 man and 2 women,
stipulated to pay each party
at the rate of 2 annas per
cubic yard and in addition

to give the party doing the most work Rs 3 extra for 2 hours' work. I personally watched them at work throughout this period and saw that they worked their very best; in fact no coolies could possibly have kept on at the same rate on anything like it, for a whole day. The results were as follows:—

- 1st party (3 males) 23.2 cft in 131 minutes or 21.3 cft in 2 hours
- 2nd " (3 males) 23.1 cft in 124 minutes or 22.3 cft
- 3rd " (2 males) 24 $\frac{3}{4}$ cft in 136 minutes or 21.8 cft
- 4th " (3 males) 28 $\frac{3}{4}$ cft in 136 minutes or 25.3 cft
- 5th " { 1 Kappu male
and
2 Malak parake } 22 $\frac{1}{2}$ cft in 131 minutes or 19.8 cft
- 6th " { 1 Kappu male
1 " female
1 Balija " } 31 cft in 141 minutes or 26.3 cft
- 7th " { 1 Golla male
1 Golla female } 28.1 cft in 136 minutes or 25.1 cft

The work was typical of work being done, the soil being hard red with gravel, the lift 11 ft and the lead 9.5 ft. The average output per party in 2 hours was 23.1 cft. It may fairly be deduced from the results given above that the maximum that can possibly be turned out in one day by a working party taking a working day to be 9 hours—is $4\frac{1}{2} \times 26.3$ cft or 118.3 cft, while the most we can reasonably expect cannot be put at more than 4×25 or

or 100 cft taking a day to lie
shows and allowing for the
high pressure under which
the results above were attained.
The results also show that the
taskrate of 10 cft per unit was
a fair task. The two outbursts
of 118.3 cft and 100 cft arrived
at above are very different
from the 762 cft of the D.P.W.
officer and they show that
with a rate of 1 aima per
cubic yard, a working party
could not possibly earn the
weekly wage of Rs 1-14-10 necessary
for their support. In fact they
would

would earn about $\frac{18}{25}$ of the
outburst in 6 days at 110 cft daily - 660 cft.
= at 1 aima per cubic yard, Rs 1-6-2 1/2 which
divided by Rs 1-14-10 gives $\frac{80}{11}$ or $\frac{18}{25}$ } weekly famine
wage less than
 $\frac{3}{4}$ and could not therefore
maintain themselves, let
alone their dependants. Is
it astonishing then that the
coolies struck work or
objected to be "sweated" to
death? There is another
point too, which must be
mentioned here, that is, the
great delay in payments. on
the 1st instant 14,244 cft of
earthwork executed prior
to the 22 February remained
unpaid while some work
down

done at the same time had not even been measured, because, the overseer told me, no money had been received and measurements are not made until after the receipt of funds.

5. I may note that the Overseer in charge of the work informed me that he did not believe the coolies could do more work than they did, and he estimated the earnings of each individual at from 10 pias to 1 anna daily. Taking the earning of working party from this

to be about 3 annas daily, the average daily outturn is \$1 off.

The Overseer's statement is therefore, I consider, borne out by the results in para 3. I had to be satisfied with the overseer's estimate of earnings as no returns are kept on the work from which it is possible to arrive at any idea of the daily outturn of any gang. Such returns should, I consider, be maintained.

6. I enclose a statement showing the numbers on the work from the 1st of February

February to the 22 February,
on which date the Coolies last
stopped work. It shows
that very few children were
on the work and that the
dependants had to be
maintained out of the wage
earned by the workers. I
would state here that I
was never informed until
I went to Vandavananam
on the 11th Instant that the
work had been stopped on the
22nd February, in fact the
Sub-Collector's fortnightly
report showed 967 on the
work at the end of February.

How this occurred I have not
yet been able to ascertain.
I have ordered the
recommencement of the
work from the 12th Instant,
at the ordinary S.R.W. rate,
which is 1st - $\frac{1}{2}$ per cubic yard,
and ^{have} directed the Executive
Engineer not to alter the rate
without my approval.

1878 Resolution. Submitted to Govt.
-ment, in continuation of Board
Proceedings, No. 104. Press, dated
5th March 1878.

(Enclosure attached)

R.D. Srinivasan
for Famine Secretary
The Secretary to Government, Revenue
Department
copy to be kept in
with copies of
more

Recd 19.3.78

Revenue (1898) Department.

CURRENT No. 2386

From

The Public Works Dept.

Order

Secretary.

The previous papers are now
in circulation to His Excellency
(22.3.98).

No. 1842 C

Dated 24 Mar

Received 25

Registered 25

Enclosures 3

Spare copies.

SUBJECT.

*Submitting remarks on the
lack and payment on Man-
danavaram (bank) Relief Works
Mellor District.*

*Ph.C. 2
245/98.*

*24. 24. 98.
25. 2. 98.*

G.O.	No.	Department.	Date.

G.O.	No.	Department.	Date.

18/3/38

$$10. \frac{119}{1.3.98} \quad A$$

in para 3 of B.P. $\frac{77}{14.2.98}$ C

printed in B.O. $\frac{77}{14.2.58}$ C

8

Read by Mr. J. B. P. 1620 (Cus. 1911)
and 2) B. B. 104- (Cus. 1927)

Hon. Mr. J. B. P. first of the above
Propo, the Report of R. S. Commission
to the Collector of Nellore the Order of
Govt. on the report of the Settlement
Commissioner's inspection of the
district. This calls for no special
remarks. It is as follows:
2. With the second paper
the Collector's further report
which the collector was asked to submit
after studying the instructions
of Govt. in No. 72 of 7.2.98.
He states that there is nothing in
the remarks of Govt. which in any
way affects the views expressed by him
in his letter of the 9th February last
regarding the responsibility of inter-
mediate panchayats to afford relief
in times of distress and that his
remarks are to a large extent
supported by the evidence recorded
by the Famine Commission and
by the conclusions arrived at
by the Commission in its 11th report
proceeding to show that

at pages 176-185, Appendix IV of the
 Commission's report, that the opinion
 of witnesses in the matter were
 by no means unanimous, nor
 generally against the adoption of the
 piece-work system ~~in~~ ⁱⁿ ~~the~~ ^{the} ~~factories~~ ^{factories}.
 The collector is of opinion that
 the intermediate system accom-
 panied by task-work could
 possibly be worked so as to provide
 full relief, but doubts whether
 this would be as satisfactory
 as task-work by itself, having
 regard to the excess expenditure
 under piece-work. This remark of
 the collector is not understood. ~~the~~
 Under the intermediate system
 a large number of higher P.W. rates
 of the Overseer and Sub-overseer
 grades will no doubt be required,
 but on the other hand it will dis-
 pense with a lot of minor establish-
 ment (payment being made ac-
 cording to results), as also ^{with} the kitchen
 & its establishment. The piece work system
 moreover stimulates work & prevents the
 demoralizing presence in the work of dependants.
 the next point

except for children
 of workers, under 7 yrs. of age

It was intended by "full
 current rates", the D.P.W. rates
 current during the famine. These
 were understood to be the ordinary
 normal P.W. rates somewhat
 increased. This however was
 subsequently found to be a mis-
 take, as D.P.W. do not alter

the instructions given on the subject
 in paper 9 of C.O. No. 72 of 7.2.94 viz (1)
 that the rates should be "somewhat
 less than the ordinary rates" & (2)
 with due regard to the prevalence of
 high prices. And (2) that the rate
 should be "below full current rate"
 that he does not understand
 what is meant by "full current
 rates" as opposed to "ordinary rates"
 that piece-work rates for work
 executed whether by the P.W. or the
 Local Fund Department do not
 vary with prices and that where
 they did vary the variations would
 naturally be as fall when the
 prices are high as the demand
 for work would then increase.
 He thinks that the D.P.W. rates
 which at all times attract labor
 may be taken to represent the "ordinary
 rates" but as if any change is
 called for it must be based
 directly upon the price of grain
 and the task & laborer's
 elements. Taking an average
 family to consist of a man
 his wife, two children over 10

4
 system should be at least 50% above the ordinary D.P.W. rates, if the rates wages paid to the ~~laborers~~ coolies are to suffice to maintain a laborer and his non-working members of his family. ~~the Board of Revenue~~ ^{(i.e. let the Board of Revenue feel as the C.D. in interpreting the order of Govt., had no doubt that the two phrases used in the order are intended to be identical and that what probably the Govt. intended is that, supporting the ^{D.W.D.} ~~Board of Revenue~~ rates, allow 3 annas for a certain amount of work, in ordinary times and prices to be doubled, the rates to be allowed is not 6 annas but something less, say 5 annas. It is therefore a question what the Government intended by para 9 of Cons. 72. 7.2.78. It is meant that the rates piece-work should be made to rise with every variation in}

But does
 1 man
 a nonworking wife
 2 infant children
 represent the average
 coolie family?
Yes

No, see note on margin of previous page & also 8/2

5
 Section 12 and Appendix III to the Finance Code) or in other words, whether the Board's interpretation is correct. Ordinary rate for current rates should be submitted, be taken to refer to the rates at which private persons can acquire the labor required and with ordinary D.P.W. rates may, for this purpose, be assumed as such rate. The rate to be allowed ~~should be~~ on relief works should be somewhat less than this rate. The question is what this reduction should be and how the rate of wages could be raised with the variations in prices. ~~and~~ It is not possible to lay down any specific rules for adoption but it is submitted that the words "raised with due regard to the prevailing high prices" should be taken into consideration the raising of piece-work in the rate of the rise in price at each step. If this is done it may be that in regard to the rate should be less than

may become much higher than the ordinary rate, with the result that all labour will be attracted to relief works and private persons will be unable to secure the labour required by them. It is of course necessary that the wages earned by ~~unemployed~~ and able-bodied workers on relief (under the piece work system) should be such as to enable a man, with an average family, to support itself.

See note ahead

6. The collector must furnish details as to the tasks in force at the relief works in the district, as called for in para 3 of GO. $\frac{72}{7.2.98}$. The information furnished by the collector under this head is ~~meagre~~ ^{scanty}. The information was called for with a view to determine whether famine conditions really exist in the district, but in the Govt. form a previous report, already admitted that such conditions exist. The ~~information~~ ^{information} in the ~~report~~ ^{report} is ~~meagre~~ ^{scanty}. In para 4 of GO. $\frac{72}{7.2.98}$, the collector was directed to replace the scattered works in his province

Para 3 of letter

B

* in GO. $\frac{143}{10.3.98}$ D

of large size. With reference to this remark, the collector says that this selection now rests more with the D.P.W. than with him and that it is useless for him to select if he is to be told immediately that the works cannot be executed. The collector ~~should~~ ^{may} if it is submitted, be told that he must in the first instance ascertain from the P.W.D. what works are available for being opened as relief works and then make the selection out of this number. As regards local fund works, the collector ~~has~~ has the necessary information with him as President of the Local Fund Board.

8. The collector has been authorized by the Board to close three works and to concentrate the labourers on four road works. This may be accepted.

13/3/98. Secy

The question is, how the piece work rate is to be fixed, not more than

North West Provinces
 - Please see paras 4 & 5
 of the N.W.P. Govt. Resolution
 No. 753 in S-73. Dated 16 March 97

printed in page 11 of
 G.O. No. 430 Rev. D. 13 June 1897 Flas 2.

As to the present
 the rates fixed, please
 see paras 8 & 10 of the
 letter from the N.W.P.
 Govt. to the Govt. of India
 No. 1525 in D. 10 July 97. It is
 printed in p. 10 of S. 73.
 G.O. No. 662 D. 2 August 97.

97. It is also noted that
 the Collector's calculation

The Collector of Beloon
 assumes that the rest of the
 family, the man alone
 is to work & has to feed
 himself at a rate which
 will support him & his
 family at A wages.

Taking the figures
 given by the Collector, if
 the ordinary B.P.W. rate
 is 3-7-6 per 1000 cft
 paid then the man

Flas X

* The Collector says rafi
 at 12 seers per Re.
 But cholam is the
 staple grain in Beloon
 & the current rate is 13-2 seers
 per Re. Raci is also 13-2 seers
 per Re. Appx III
Form H
to Mr
Tamm Cdr.

something too. At any
 rate 3 or 4 pies per
 deen wd keep the man
 woman & 2 children on
 the d. wrap. (84 p. grain
 at 12 seers per Re.) viz
 a man 1 2
 woman 1-1
 2 children 1-1
3-4

But the woman will
 also earn something
 probably enough to
 give the family the
 k. wrap at least.

From the Collector's
 letter it would appear
 that the P.W.D. do not
 raise their rates in time
 of scarcity. In directing
 (in G.O. No. 72 D. 7 Feb 98)
 that the rates should
 be somewhat less than

Flas X

to existing prices, it
just occurred to me
perhaps thought that
ordinary rates would
be higher in times of
high prices.

yes

SP

The principle of the
matter is clear. The rates
are to be such as will
enable the workers to

earn enough to support
themselves & their dependants.

The collector's mistake
seems to be in taking
a man & 3 dependants
as typical of the coolie
family.

A practical way
of settling the rates wd
perhaps be as follows.

No 3-7-6 is the ordinary
rate for 1000 cft. & 60-8
cft is a fair task for
one laborer (man). Ordinarily
therefore the daily wage of
a coolie (sufficient for himself
& his dependants) is 3-7-6

11
This way may be taken
to keep the coolies and
their dependants
just going when the
staple grain is at the
scarcity rate. 13
seeds per Re is the
scarcity rate for
Choram in Belur.

Until the current
price falls below
the scarcity rate then
seems no reason
why the ordinary
P.H.D. ^{piecework} rates should
not be fixed,
tentatively at all
events. 3 as 4 pils
per deim represents
the A wages of 2-1 male
(the staple grain being taken
at 13 seeds ^{the Re} per this time
however the D.P.W.
has been over the
workers & it might
be required what
rates they have fixed.

Should they fix the rates?
D.S.

11

H.M.

The confusion in the Farmer Order in connection with the prescription of the "Ordinary" rate raised with due regard to prevalent high prices" arose from its being understood that the D.P.W. ordinary rates were in fact raised during famine. Subsequently I have learned from Mr. De Winton that notwithstanding the existence of scarcity the scale of standard rates was not raised.

It may be taken as a sound principle that if ^{as long as} the D.P.W. can find labour by offering standard rates, there is no reason why any higher rate sh^d be offered on relief works.

There is no reason to suppose that at present the D.P.W. cannot command labour for their rates, the

Mr. Perks, as might be expected, as he had not seen £0 $\frac{14}{3}$, reports his objections were immediate. But as the works have now been handed over to the D.P.W., nothing need be said about this, till, in accordance with that £0, the Com^r finds it necessary to report that the condition of the workers on any work is deteriorating.

He asks for orders as to wages to be paid on these Relief Works. The first thing is to decide who sh^d fix the wages? Under the Famine Code this question does not arise. The Revenue Officers report the prices, & the wage is then fixed by arithmetical calculation under cast. iron rules. The Com^r evidently thinks the wage sh^d be varied with every rise & fall in prices. In my opinion it sh^d be fixed for each tract of £2-6, and only altered when £2-6 order an alteration.

I must admit that when I fixed £0 $\frac{7}{2}$, I was of the same opinion as the Com^r (except in so far as it seems to think the Relief Work rate sh^d be altered when prices alter.) I understood the ordinary rate, the ordinary D.P.W. rate, & thought it the same as the full current rate. I thought that in calculating it, prices sh^d be considered & that it might be raised when necessary in proportion to prices.

It sh^d not be fixed as to enable an ordinary labourer or family of labourers to earn what the average family now earns under the best work of them, for it sh^d be enough to provide for the labourer & their dependants. It sh^d never, therefore, depend to some extent on prices. The Sec. urges that the D.P.W. rates do not vary with prices, that there is no reason to believe that the D.P.W. do not command labour for their rates, and that we sh^d not give any more on Relief Works. I do not think this is a conclusive fact, or

and special rates must be fixed,

and be considered if the Famine be coming down. There are never any D.P.W. works, except a few repairs, in the affected parts of Koller, & they are few & far between in most places in the Presidency. All things considered, I think the Relief Work rates in Koller might be fixed at the D.P.W. rate now, but that it sh^d be raised or lowered from time to time when there is a material rise or fall in prices.

It

18/3/98

At the ordinary P.W. rate, a man can earn 3/4 a day by digging 600 ft. As the U.S. shows, this would keep the typical family going at the D.P.W. rate with grain at 12 annas per mace. But this allows nothing for the children. Then

of the staple grain is still over the scarcity rate.

Doubtless when the affected tract is so circumscribed as in the present instance, but extends over a wide area, where prices are higher than they are for food grain difficult to obtain, the D.P.W. rates may not command labourers; but we have no reason to suppose that this is yet the state of things in Koller.

So long therefore as D.P.W. rates are accepted in the labour market in the affected tract, the rates given on intermediate works sh^d not exceed those rates.

The reason ~~why~~ of the direction that they sh^d be fixed a little lower than standard rates is so that the demand for labour for public or private works sh^d

It is better to in the affected tract

in ordinary red earth - I do
not say in hard gravel, but
to pretend he would be paid more -
I think the P.W. rate of journey
at least is true - my belief
is that if it proves not to differ
it will be because the people
don't choose to work harder

2273698

1. Agree with the Hon. Secy of Police.
2. The D. P. W. should be instructed to give the Collector every possible help in the matter of collecting road, and, if possible, remunerative works. The D. P. W. ~~seems~~ seem to have failed in this, and the Collector is thus much handicapped.

26.3.98

so as to show that some will
 earn too much & some too little.
 I don't think we need go in
 that at all. If we find in a family
~~any~~ a disposition to
 no. of women & children it is
 safe to assume that the
 men are doing something
 for themselves elsewhere, &
 that where there is one
 man & 2 or 3 children
 that the woman, & any
 able bodied children over
 14 do not find it worth
 while coming to the work.
 At any rate this is the
 presumption we may act
 upon in the present state of
 things in Hellore; for we will
 give full D.M. standard
 rates, or about that, for all piece
 work: that is, we find employ-
 ment at ordinary rates for all
 who are out of work; & I don't
 think anything more is required.
 Exceptional cases will occur
 where labouring members of
 the family...

we have given the M^{rs} authority
to meet such exceptional cases
by forming special gangs. But
as far as a general direction
is required, we may tell the
M^{rs} to act on the principle
explained.

That it is work of some
sort the people mainly require
is shown by the fact that
the nos. on relief last week
were about 1000 less than
on the previous week by
the movement of labourers to
harvest operations.

S.P.

16/3/98

Levy

This paper may ^{await} ~~be submitted~~
~~the return~~ of file
dealing with K.P. 100 &
5 March 98 which is
now with H.E.

Meantime the
C.R. will probably get
the information as to the
rates which he has asked
the S.P. to furnish.

W.H.
28/3/98

Receipts have not been
recd. The contract rate
is apparently Rs 3, & the
collector has already advised
this to be adopted, so there
is no urgent need for any
decision. I will, however,
write to the S.P.

W.H.
30.3.98

The file has since returned.
It has been decided that
the P.W.D. rates should
be tried for the present.
As there seems to be
some confusion as
what these rates are
P.W.D. may be asked
to submit, whether the
Supt. Engr. has replied
to the reference made
him.

W.H.
28/3/98
With D.P.W. kindly note

us
 J. R. 2/29

To D. W. 200

No 1842 C of 24 March 1898

From B. R. no 2000 of 2/29/98

I don't understand the rates at all. The Collector says the soil is hard, red, gravelly. & in his experiment the lead was 30 yds & lift he gave. The contract rate for the above class of work as per District Schedule is

	R a h
Contract rate for 10 yds lift	3. 7. 6
Lead, & 1 yd lift	0. 9. 3
Add for 3 yds lift	0. 6. 2
So for 20 " lead	4. 6. 11.
Total for 1000 cft	

This rate a working party of 1 man & 2 women, to earn 7 annas a day (man 3 " women 2 ") would have to do 98.7 cft which is very much what the Collector arrived at by his experiment. I have always considered 100 cft for 100 days work in this class of soil.

2. Now comes the mystery. The Collector says his experimental work was typical of work being done by relief workers - i.e. the soil is the same. The Sudderly, in a letter lately recd, says nothing about the soil, but mentions that the contract rate is Rs 3. the lead 40 yds lift 3 yds.

But with the contract

with D. W. be paid enough but this Dept have its remarks on the task & payment questions?

It will be strange that complaints of delay in part still continue

J. R. 21/3/98

should have been Rs 3.1.4
her work, & if the soil is
hard, red, gravelly, it should
have been Rs 4.6.11.

I cannot solve the difficulty
without a reference to the L.R. which
I will make.

3. My own opinion about the rate
the men to relief workers for
piece work is that, if no gratification
relief is given to dependants, the
rate should certainly not be less
than the District Schedule rate,
with grain at 12 annas per seer, &
should be raised above that contract
rate as prices rise. It follows
that I consider the rate of Rs 2.5.0
much too low, what I quite agree
with the Collector that at least
Rs 3, the contract rate, should be
given. If the soil is hard, red,
the dyers can certainly do no
more than 100 yds a day, so that
a party of 1 man & 2 women
will earn 4.6 annas a day
between them, little enough, in fact
for a family with dependants to feed also.
With regard to delay in pay, I
think it should be the L.R. which

Print soon
Print and first month to the Board.
7-4-98

H. J.

6/4/98

Read B.P.1620 d/ 5-3-98 (C.No.1911).
,, ,, 104 d/ 5-3-98 (C.No.1921).
,, ,, 2000 d/19-3-98 (C.No.2261).
Read also P.W.No.1342 C d/ 24-3-98 (C.No.
2336).

Order P. 203 d/ 7th April 1898

The chief question raised in
the papers read above ^{has reference to the} ~~is the~~ rates at
which piecework should be paid under the
Intermediate system. The first sentence
of para 9 of G.O. No. 72 dated 7th Feb-
ruary 1898 was based on the supposition
that the ordinary P.W.D. rates vary from
time to time with marked changes in prices.
^{leaves no} This ~~is~~ not the case ~~however~~ and hence the
difficulty felt by the Collector in inter-
preting the instructions of the Govt. in
this respect. It must be remembered how-
ever that the ordinary rates fixed by the
P.W.Dept. for piecework provide when
prices are normal for a good deal more
than the subsistence ^{men} of the worker and
his dependants. ~~The wage earned provides~~
~~them with their little luxuries~~

~~newal of their clothing for repairs, to~~
~~their huts and implements, and it must~~
~~directly or indirectly furnish them even-~~
~~tually with the means to undertake wed-~~
~~dings and feasts.~~] The Collector moreover

in his calculations omits to take into
account the labour of the wife *family*

On the whole, considering the limited
area within
~~extent to~~ which distress has as yet mani-
fested itself in Nellore the Govt. con-
siders that for the present the ordinary
D.P.W. rates for the district may be
adopted in fixing the remuneration of
the relief workers under the intermediate
system.

2. The Govt. will await the results of
the working of this system under the P.W.
Dept. Meanwhile the Collector should con-
tinue *to* carefully watch the conditions
of the relief workers and should report
without delay any deterioration he may
notice and which he considers justly at-
tributable to the system under which
they are working.

201
G.O. 143 dated 10-3-98, empowered the Col-
lector to open kitchens for the distribu-
tion of cooked food to young children un-
der seven years of age, when there is
reason to believe that the parents are
deliberately starving their children. The
Collector should understand that he has
~~discretion~~ discretion to relieve at kitchens
decrepit persons who ~~have been to some~~
are dependant on no one
~~and who usually live by begging and~~
at the same time
~~are~~ unfit for work of any kind.

4. ~~Orders will issue in the P. W.~~
~~Department enjoining its officers to give~~ *Public Works should*
the Collector every possible help in the
matter of selecting suitable, and if pos-
sible, remunerative works.

18th
5/4/98

5/4/98

To the Board of Rev. Rev. Sett.
,, P. W. Dept. (with copy of H.E.'s
note.)
,, Financial Dept.
,, L. & M. Dept.
,, Acct-Genl.

Des. No.
29.4.98

Not Supplied
11.4.98

Government 1898 of Madras.
REVENUE.

Recd.

Regd.

1898.

Enclosures

Spare copies

G.O., No. 203, 7th April 1898.

APRIL.

Intermediate system of Works.

Passing orders on Proceedings of the Board of Revenue regarding the rates and tasks to be enforced under the —

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), Mis. No. 1620, dated 5th March 1898:—

Read—G.O., No. 119, Revenue, dated 1st March 1898.

Resolution—Mis. No. 1620, dated 5th March 1898.

Communicated to the Collector of Nellore.

2. The Board learns with satisfaction that, in the opinion of Government, Mr. Higham's proposals do not necessarily involve a distance test for all workers. Mr. Higham proposed an improvement of the famine relief programme, and he did so on the understanding that "on the first occurrence of distress it will not be obligatory to provide employment for the people in the immediate neighbourhood of their homes, but that they may, on the contrary, be drafted 40 to 50 miles away from their villages" (paragraph 41 (b) of his general report); he considered that "petty works in the neighbourhood of distressed villages should not be opened in the earlier stages of distress" (paragraph 41 (i) idem), and he contemplated that "in future famine relief workers may be employed at greater distances from their homes than has hitherto been the general practice" (paragraph 30 idem). He was aware that it was "often the practice" in Bombay "to insist that no applicants should be received on the new relief works who have come from a distance of less than 10 miles, but that they should be drafted to other and more distant works" (paragraph 3 of Bombay report); and he had already spoken with approval of the success which attended the efforts made in Bombay and the Punjab to concentrate labourers on a few large works 30, 40, or even 50 miles from their homes (paragraph 27 of Bombay report and 29 of the general report); while he had also expressed the opinion that petty works are invaluable when it is necessary to bring people into the neighbourhood of their homes "and that they should be reserved for such occasions" (paragraph 28, sub-paragraph 2 general report). The Board was thus led to believe that Mr. Higham proposed that in all save exceptional cases employment should, in the early stage of distress, be given to labourers only at a distance from their homes.

3. Further instructions for the calculation of piece-work rates have been solicited in Board's Proceedings, No. 104, Press, dated 5th March 1898.

(True Extract.)

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

To the Collector of Nellore.

Copy to the Secretary to Government, Revenue Department.

READ—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), No. 104, dated 5th March 1898:—

Read—the following G.O., No. 71, Revenue, dated 4th February 1898:—

Read—Proceedings of the Board of Revenue (R.S., L.R. and Agri.), No. 46, dated 28th January 1898.

ABSTRACT.—Submitting to Government, with remarks, fortnightly narrative of the Nellore

Order—No. 71, Revenue, dated 4th February 1898.

Miscellaneous.

Recorded with the remark that the appointment of Famine Commissioner ceased on the 31st December 1897, and that there is now no officer of that designation.

2. The Collector reports that labourers have refused to accept employment on the intermediate system at Nellore and Sitarampuram, and it is understood that those on the Nandanavanam tank repairs also struck work, when the system was introduced there under the Public Works Department. The Government desires to have a full and detailed report as to the piece-work rates offered at these three places, and how they compare with the ordinary rates of the Public Works Department and the rates under the task-work system.

(True Extract.)

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

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

" Public Works Department.
" Financial Department.
" Local and Municipal Department.
" Accountant-General.

Read—again Proceedings of the Board of Revenue (R.S., L.R. and Agri.), No. 65, dated 8th February 1898.

ABSTRACT.—Submitting to Government report on the results of the inspection of distressed tracts in Nellore by the Commissioner of Revenue Settlement, Land Records and Agriculture.

Read—again Proceedings of the Board of Revenue (R.S., L.R. and Agri.), No. 77, dated 14th February 1898.

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

Read—also the following letter from E. SCOTT, Esq., Acting Collector of Nellore, to the Famine Secretary to the Board of Revenue, dated 25th February 1898, No. 576-Ver.:—

With reference to B.P., No. 77, Press, dated 14th February 1898, I have the honour to state that there is nothing in the remarks of Government regarding the intermediate system in paragraphs 7 to 10 in their order, No. 72, Press, dated 7th February 1898, which, as far as I can see, in any way affects my remarks in my letter, No. 385-Ver., dated 9th February 1898. These remarks, I may point out, are supported to a large extent by the evidence recorded by the Famine Commission of 1878 (pages 176 to 185 of Appendix IV) which shows that piece-work by itself fails as a means of relief. This also was the conclusion arrived at by the Commission (paragraph 132 of part I of report). The intermediate system accompanied by task-work could possibly be worked so as to provide full relief. I doubt, however, if this would be as satisfactory as task-work by itself, having regard to the excess expenditure under piece-works, for, except perhaps when the works are remunerative, and they generally are not, the outlay of a larger expenditure than is absolutely needed to secure the people from distress is unjustifiable. It was this consideration that led me to object to the execution of road works under the intermediate system, while I raised none to its adoption at Nandanavanam.

2. I do not think I have, in any way, misunderstood the system, though in respect to one point I am still in doubt, that is, the rates to be enforced, and definite orders may, I request, be issued as to how they are to be fixed. In paragraph 9 of

the order of Government, it is stated that rates should be somewhat less than the ordinary rates, raised with due regard to the prevailing high prices, while further on, in the same paragraph, it is laid down that the piece-work rates should be below full current rates. I do not understand what is meant by "full current rates" as opposed to "ordinary rates". Piece-work rates for work executed, whether by the Public Works Department or the Local Fund Department, do not vary with prices, and if they did vary, the variation would naturally be a fall when prices are high as the demand for labour would increase. Looking at paragraph 6 of G.O., No. 430, Revenue, dated 3rd February 1897, it seems to me that, if the rates are to be fixed with reference to the existing Public Works Department rates, which we know will attract labour at all times, they must necessarily be below the ordinary rates, and if any change is found called for, it must be based directly upon the price of grain and the task a labourer can execute. Given the task an able-bodied man can execute and given the quantity of grain necessary to support him, and the non-working members of his family, it is easy to fix the piece-work rate, provided it is laid down how many non-working members each able-bodied worker must be presumed to support. A typical family is sometimes taken as a man, his wife, two children over seven, and two under seven, and each able-bodied labourer may be taken to have to support an adult woman, and two young children. For task works the Executive Engineer gave me the following tasks for an A class labourer:—

Earthwork—ordinary red earth = 60·8 cubic feet; lift 1 yard; lead 10 yards.

Breaking and stacking metal (at quarry) = 24 cubic feet.

With grain at twelve seers per rupee, a labourer would have to earn daily at least As. 4-9 as shown below:—

	A.	P.
For himself	...	1 9
Wife	...	1 6
Two children	...	1 6
Total	...	4 9

or allowing for one day's rest As. 4-9 + $\frac{1}{4}$ of As. 4-9, that is, roughly As. 5-6. The rates would then be—

	RS.	A.	P.	
Earthwork—Rs. 5-10-0 for 1,000 cubic feet	...	3	7	6 ordinary rate.
Breaking and stacking metal (at quarry)—Rs. 1-6-11 for 100 cubic feet.	0	10	3	(Local Fund rate for laterite metal).

This shows that the rates under the intermediate system, if they are intended to enable a labourer to support his non-working family, must be at least 50 per cent. above the ordinary Public Works Department rates.

3. With regard to paragraph 1 of the Board's Proceedings, the tasks in force at the test relief works are as follows:—

	Task.	C. FT.
Pedarikatla work—Breaking and stacking quartz metal	...	1½ per unit.
Narramarella work—Flint and quartz-collection at 150 yards	...	1 "

Taking the outturn of a man and a woman to be 9 cubic feet and their daily wages to be As. 3-1 (with ragi at twelve seers per rupee), we get the rate on the work at Pedarikatla to be approximately Rs. 2-2-0 per 100 cubic feet, or, allowing for a day of rest every week with the D wage Rs. 2-6-5 for 100 cubic feet, against the ordinary Local Fund rate of Rs. 1-6-0 per 100 cubic feet. Probably the rate on the task-work in practice to some extent exceeds the figure given above and Rs. 2-12-0 would be more accurate than Rs. 2-6-5. Ten cubic feet would probably be a full day's task for an able-bodied labourer. The ordinary Local Fund rate for metal such as is being broken at Narramarella would be about Rs. 2 per 100 cubic feet, while the rate on the task-work with 1 cubic foot per unit amounts to Rs. 3-9-8 per 100 cubic feet. I do not think an able-bodied labourer would turn out more than 7 cubic feet per diem at the most, on this work.

4. It is true that in some cases, owing to the neglect of the overseers, the workers on the several works were allowed to earn the D wages when they had wilfully neglected to do a full task. For instance, the outturn at Narramarella from the 7th to the 23rd January was 4,036½ cubic feet of broken metal and the wages paid for this amounted to Rs. 238-13-11, which gives Rs. 5-13-8 per 100 cubic feet. I have, however, warned the overseer that in all cases the workers must be fined below the minimum wages, unless there is some special reason for showing any concession.

5. A copy of the instruction originally issued by me for the conduct of task-works in my circular No. 3955-Ver., dated 5th December 1897, is enclosed for the information of the Board.

6. I am unable to give any details of the rates on the Public Works Department works at Nandanavanam, as I have received no information from the Executive Engineer. I have not thought it worth while to wait for his report, which will be submitted on receipt.

7. With reference to the remarks of Government in paragraph 4 of the Government Order, I would respectfully submit that the selection of large works rests now more with the Public Works Department than with me. It is useless for me to select works, if I am to be told immediately the works cannot be executed. The only works of any magnitude I can select are new road works which should never be taken up if any other works are possible. The works at Narravada and Narramarella are new road works, and they may be called large works. The construction of roads from Chendalore to Donakonda and from Tarlupadu to the Cumbum road will also be fairly large works. With these four works in Udayagiri, Kanigiri, Podili and Darsi, all other works can be closed in these taluks if one work in each taluk is considered sufficient, and I request that I may be permitted to close the works at Nellatur and Pedarikatla and Nandanavanam and go on with these four works alone. I must, however, repeat my request to be allowed to hand over the Narravada and Narramarella works at least to the Public Works Department. The works at Tarlupadu and Chendalore would be started under the intermediate system and I think, that if this system is to have a proper trial, it will be well to open these works under the Public Works Department, especially as the provision of hutting accommodation will be a matter of considerable difficulty and expense. If the Narramarella work is handed over to the Public Works Department, it could also be conducted under the intermediate system.

8. I have in accordance with the wishes of Government ordered the discontinuance of gratuitous relief at kitchens to non-dependents. I am afraid, however, that the result of this step will be disastrous, for admittedly one of the first classes to feel the need of relief is that composed of infirm persons and beggars, ordinarily living on the charity of the public, who are unfit to work (*vide* paragraph 109 of the report of the Famine Commission of 1878, Part I), and these must necessarily starve if we do not assist them. Nor is the number in the kitchens (less than 40) so large as to show that these are being resorted to by persons not really needing assistance.

ENCLOSURE.

Circular regarding Famine Relief Works, dated Nellore, 5th December 1897, No. 3985-Ver.

When the Divisional officer considers that work should be provided in any locality to meet a want of work and to prevent distress, he should at once recommend to the Collector the opening of some work as a test relief work. The Collector will issue the necessary order sanctioning the work, and will provide the Divisional officer with the funds and tools required. Test relief works will be under the direct management of the Divisional officer, who must regulate them strictly according to the provisions of the Famine Code relating to relief works (paragraph 17). All test relief works will, therefore, be provided with kitchens. Overseers or sub-overseers from the Local Fund department will be placed at the disposal of the Divisional officer for the works.

2. In selecting works for test relief works, the Divisional officer must pay special attention to the water-supply. No test relief works or relief work should ever be located in any place where there is a possibility of there being any insufficiency of good water. Attention should also, of course, be paid to the general surroundings, and a site on high ground open to the breeze preferred to one lying low.

3. Care must be taken in choosing the site for the kitchen at any work. If possible a suitable site in a tope should be selected. Water should be available close at hand. When necessary, wells can be sunk by relief labour close to the kitchens, and they should be carefully watched to see that they are not contaminated.

4. When the number of workers on a relief work is large it is absolutely necessary to provide latrines. These can consist of ditches walled in by palmyra leaves, etc. A sufficient number of scavengers should be appointed to look after them.

5. On relief works every gang should be provided at the spot where they are working with a large pot with fresh water for drinking. These pots should be filled by relief labourers specially set apart for this work. They can be kept in a covered-in-shed roughly made of bamboo or other supports with a flat roof of leaves, etc. In such sheds also provision should be made to enable children in arms, brought by persons on the work, being cradled.

6. The officer in charge of a relief work must see that supplies are available close to the work for sale to the labourers on the work.

7. Instructions for the execution of works are given in Appendix VI of the Code. As pointed out in paragraph 1 of that appendix it is important to have everything ready beforehand. Immediate steps should be taken by the Sub-Collector and Atmakur Deputy Collector to get ready lists of persons to be employed as paymasters, head-maistries, sub-maistries, head coolies and kitchen superintendents, if they have not already done so—*vide* this Office Ref. No. 394-G.B., Ver., dated 5th June 1897. Paymasters should be Government servants or pensioners.

8. Great care must be taken in arranging the gangs which should generally never consist of less than 90 labourers. The labourers from one village or from villages equi-distant from the work should be placed in one gang as far as possible. Similarly the labourers of one class (A, B, C or D) should be placed in one gang, otherwise it is not possible to properly fix the task to be done by each gang. The children should be arranged in order according to their ages, boys and girls separately. This facilitates payment.

9. The first step is the selection of the gangs, each gang when selected being placed in charge of a head cooly. As soon as this has been done the work to be done by each gang must be marked out (Appendix VI, paragraph 9), tools must then be distributed to them and they must be set to work. The head cooly, when his gang has settled down to work, will at once enter in the permanent nominal roll (Appendix III, Form D), the names of the labourers in his gang, filling in columns 1, 2, 3. Further instructions for filling in form D are given under the sample form in Appendix III of the Code, page 63.

10. In the evening the head cooly will fill in columns 1 to 6, part II of the nominal roll, called the work sheet (see Form D, Part II, Appendix III, page 63 of the Code). In paragraph 10 of Appendix VI, page 87, it is stated that he should fill in columns 1 to 9, but it will be found best to leave columns 7 to 11 to be filled in by the sub-maistries or head-maistries.

11. Prior to payment, columns 1 to 11 of form E, Appendix III, pages 64 and 65, must be filled in from the D forms by the sub-maistries, and delivered to the paymaster who will fill in the rest of the form, columns 12 to 15 before the gangs are mustered for payment, and column 16 the moment each cooly is paid.

12. Care must be taken to see that Part III of form E, page 65, and the absentee register, page 92, are regularly and properly kept. They are apt to be neglected.

13. The duties of head-maistries are given in paragraphs 17 to 18 of Appendix VI, page 88. When test works are first started the head maistries' work can be done by the taluk officer or overseers in charge of the work; they are not required until the numbers on the work are large.

14. Under G.O., No. 616, Revenue, dated 24th July 1897, relief workers should be classified A, B, C, or D in accordance with the provisions of section 96 of the Code. When it is found necessary, the Collector will, under the authority of the same Government Order, be prepared to make an allowance for fuel in addition to the wages and rations prescribed in section 120 for the four classes of labourers.

15. The rules regarding fining are to be found in the amended section 106 of the Code (*vide* G.Os., No. 257, Revenue, dated 21st April 1897, and No. 616, Revenue, dated 24th July 1897), and are reproduced below:—

“87 (a) Fines may be inflicted for short work when the officer in charge is satisfied that the deficiency is due to wilfulness and not weakness; but he shall exercise patience and discretion, and warn the relief workers before putting the penalty in force.

“(b) Ordinarily, no relief worker shall be fined so as to reduce his wages below the minimum fixed by section 114 below; if, however, in the hope of forcing the authorities to relax discipline, there is continued and deliberate refusal to do the allotted task, the fining may be carried more severely down to the proportionate payment for work actually done, for the contumacious characters may be sent to the poor house.

“(c) The fining may be extended to the gangers and even to the writers when the officer in charge considers that they are to blame.

“(d) In all cases the number of persons fined with the amounts shall be entered in the weekly report.”

Late comers must be dealt with as laid down in paragraph 44 of Appendix VI, page 94.

16. The duties of the paying officers are contained in paragraphs 23 to 38 of Appendix VI, pages 89 to 93. As already stated the paying officer should always be a Government servant or pensioner. Until a work is fairly started the paying officer's work should be done by the taluk officer in charge, and he should have with him for a day or two the person it is proposed finally to appoint paying officer so that he may show him how the work is to be done. Payments should be made at first daily, but after three or four days they can be made once every two days and then once every three days. When payments are not being made daily, it will not be necessary to pay all the gangs on the same day, some gangs can be paid one day and some another, care being taken to see they are paid at regular intervals of two or three days.

17. It will sometimes be found convenient to pay the gangs while they are at work, as if payment is deferred till the close of the work in the evening, it is sometimes found impossible to pay all the gangs before dark. When gangs are paid while at work, the paying officer should go to the gang with the E form filled in, and the exact amount required for payment of the gang, and have them mustered and paid where they are working. As soon as paid the gang can continue work.

18. The taluk officer must be careful to furnish the paying officer and overseer or other person in charge of the work with form G, Appendix III, page 66. These G notices should be issued as often as, according to form II, a change in the rates of wages should be made. The price to be quoted is that recorded in the taluk price register (taluk account No. 3) unless the work is at a distance from taluk head-quarters in which case the instructions in section 121 of the Famine Code should be followed. When fluctuations of grain prices are frequent or considerable, the taluk officer should send the G notice more frequently than once a week.

19. *Tasks.*—With regard to tasks, the special attention of all officers is drawn to the following extract from Government of India Circular No. 3 F.-77-1—*vide* Board's Proceedings, dated 14th July 1897, No. 33.

“In respect of the importance of exacting a full task at all stages of relief operations, it has been found by experience in several provinces that officers in charge of test or relief works when they are first opened are often inclined to be too lax in the matter. In this early stage firmness in this respect is perhaps even more important than later on; otherwise the works fail to answer the purpose for which they are intended—of gauging the existence and character of suspected distress.

“If the wage is to be a test of scarcity, it must be a low wage. It is true, and must always be borne in mind, that persons who are not accustomed to the kind of labour required cannot at first perform what will, after a few weeks' practice, be a reasonable task for them. The task to be exacted must therefore be adjusted to their capacity. But it must at all times be a task which no person would willingly perform in exchange for the famine wage unless impelled thereto by want.”

20. Under section 107 of the Code the tasks to be exacted should be as nearly as possible those prescribed in the task table (Appendix III, form F). Modification will be made by the Collector when necessary, but none should be made without his permission (G.O., No. 723, Revenue, dated 18th December 1896). Task tables suitable for works in the district will be issued separately.

The Code tasks are for typical gangs consisting of certain proportions of men and women and children, and include work which can be done only by adult males. If therefore a gang unavoidably contains a preponderance of women and children, the unit task for the gang should be adjusted to its capacity. To take an illustration: supposing a C class gang to consist of 10 men, 50 women and 40 children, the task for embankment according to the Code will be 45 cubic yards, which gives the excessively high task of 4.5 cubic yards for each of the men in the gang. In such a case endeavours should be made to divert the gang to some other work which would give all its members full employment, or to alter its composition by the addition of more men; but till this is done the work of digging exacted should not be more than can be executed by the men, though the result may be that sufficient digging is not done to occupy the rest of the gang in filling and carrying (G.O., No. 216, Revenue, dated 30th March 1897).

21. When the task appears to be excessive the case must be met by a reduction of the task under section 107, and not by reducing the class of the gang (G.O., No. 216, Revenue, dated 30th March 1897); similarly reduction should be made in the task when gangs turn out short work owing to the absence of tools or inexperience in the handling of tools. The case of weakly gangs should also be met by the reduction of the task and not of the class or wage (G.O., No. 216, Revenue, dated 30th March 1897, in Board's Proceedings, dated 3rd April 1897, No. 278).

22. When labourers come to the work from a distance, the distance they have to walk both to and from the work should be allowed for, and thus form a portion of the day's task: a walk of $2\frac{1}{2}$ miles should be taken to equal 1 hour's work (*vide* Board's Proceedings, dated 6th April 1897, No. 286). Hutting accommodation on the work may also be provided for workers from a distance (G.O., No. 94, dated 15th February 1897).

23. *Wages*.—Wages are to be given in accordance with sections 119, 120 and 121 of the Code as amended by Board's Proceedings, No. 336 (Settlement), dated 4th May 1897. When persons are temporarily disabled from working owing to disease or other causes, Board's Proceedings, dated 9th June 1897, No. 425, should be followed.

The Code directs that persons of 12 years and upwards should be treated as adults. An exception may be made in the case of boys of 12 to 16 years who cannot turn out as much work as an adult, but whose growing frames require as much food as adults. These should be taken as equivalent to two or three child units for work, but should nevertheless receive the wage of an adult male (G.O., No. 216, Revenue, dated 30th March 1897).

24. *Kitchens*.—Instructions for the management of kitchens are given in Appendix IV. Plans of famine kitchens are attached to the Famine Code, page 68.

25. Instead of the ration in section 122 of the Code, the minimum or D ration as laid down in section 120 (revised) should be given. The ration for each meal will therefore be as follows:—

	Husked grain in tolas.	Pulse in tolas.	Salt in tolas.	Ghee or oil in tolas.	Condiments and vegetables (especially tamarind and chillies) in tolas.
Adults (i.e., above 12, male or female)	20	$2\frac{1}{2}$	$4\frac{1}{2}$ *	$4\frac{1}{2}$ *	8

Children.—The ration varies from $\frac{1}{4}$ th to $\frac{3}{4}$ th of that for adults according to their ages.

The grain used will be ragi or cholam, and it should be made into pudding; (ಪೊಡ). Pudding moulds for an adult meal will be supplied from the Huzur.

The pulse used should be dholl or green gram; it should be boiled first separately with the vegetables, and then the salt, oil, tamarind, and chillies added when it is nearly cooked. One and a half seers of water should be used for every ten adults in cooking the ಪುಷ್ಪ.

26. The children and infirm dependants of labourers are relieved gratuitously at the kitchens attached to works. When dependants attend at the works but are prevented from caste objection from partaking of cooked food the dole prescribed in section 122 may take the form of an extra wage to the actual workers. In the case of dependants who cannot attend the work section 64 should be applied, or sections 83 and 85 (G.O., No. 216, dated 30th March 1897). As regards deviation from the scale of diet prescribed in the Code, Board's Proceedings, No. 429, dated 11th June 1897, should be attended to.

27. *Works under the Public Works Department*.—When works are executed under the supervision of the Public Works Department, Divisional officers will be guided by the instructions laid down in G.O., No. 593, Revenue, dated 19th July 1897, printed in Board's Proceedings, No. 537, dated 29th July 1897.

(Signed) E. SCOTT,
Ag. Collector.

Resolution—No. 104, dated 5th March 1898.

Submitted to Government with reference to G.Os., No. 71, dated 4th February 1898 and No. 72, dated 7th February 1898.

2. On the subject of the intermediate system, the Board has nothing to add to its remarks in B.P., Nos. 65 and 77 of 1898.

3. The Collector solicits orders as to the rates at which piece-work should be paid for. Instructions on the same point were asked for in B.P., No. 65 of 1898. Paragraph 9 of G.O., No. 72, dated 7th February 1898, gives a general idea of the method of dealing with the question, but the Collector finds difficulties in carrying the principles therein enunciated into practice. The Board regrets that it is unable to furnish the Collector with definite instructions for calculating the rates of

* Or $4\frac{1}{2}$ tolas for every ten adults.

payment, as it has all along experienced the same difficulty in interpreting the wishes of Government, as is felt by the Collector. It is requested that definite instructions may be issued on the point at an early date. The Board apprehends the two phrases, quoted by the Collector in paragraph 2 of his letter are intended to be identical, i.e., that "rates somewhat less than the ordinary rates raised with due regard to the prevailing high prices" are the same as rates "below full current rates." What Government probably intends is that, supposing the Public Works Department rates to allow 3 annas for a certain amount of work in ordinary times, and prices to be doubled, the rate to be allowed is, not 6 annas, but something less, say 5 annas.

4. The Collector once more reports that the Public Works Department is unable to put large works in hand. The matter has been referred to in B.P., No. 77 of 1898. The unpreparedness of the department seriously handicaps the Collector in his attempts to carry out the policy of concentrating labourers on large works, which should, if possible, be remunerative.

5. The Collector's proposal to close the works at Nellatur, Pedarikatla and Nandanavanam, and to offer employment only on the four roads, (1) Narravada, (2) Narramarella (3) Chendallore-Donakonda and (4) Tarlapadi-Cumbum road, is in accordance with the wishes of Government, and is therefore approved.

6. Orders for the transfer of the supervision of works to the Public Works Department are being separately communicated to the Collector.

(True Copy and Extract.)

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

To the Secretary to Government, Revenue Department.

„ Collector of Nellore.

Copy to the Sanitary Commissioner.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), Mis. No. 2000, dated 19th March 1898:—

Read—the following letter from the Collector of Nellore, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated 15th March 1898, No. 348-Ver.:—

In continuation of my letter, No. 576-Ver., dated 25th February 1898, I have the honour to forward a copy of letter, No. 181, dated 27th February 1898, from the special Sub-Divisional officer, Kanigiri, with the Executive Engineer's endorsement No. 69-F., dated 7th March 1898.

2. The task fixed before the work was under the intermediate system was 10 cubic feet per unit. This, at the existing prices, is equivalent, roughly, to a rate of As. 6-5 $\frac{1}{2}$ per 100 cubic feet, leaving children out of consideration, as the following figures show:—

Daily task of 1 man + 2 women is 80 (40 + 2 × 20) cubic feet for a wage of As. 4-7 [As. 1-7 + 2 × (As. 1-6)].

Weekly task of 1 man + 2 women is 6 × 80 or 480 cubic feet for a wage of As. 4-7 × 6 + As. 1-2 + 2 × As. 1-1 (Sunday wage) or Rs. 1-14-10

and 480 cubic feet at Rs. 1-4-10 give a rate of As. 6-5 $\frac{1}{2}$ per 100 cubic feet. The rate allowed under the intermediate piece-work system was 1 anna per cubic yard, or As. 3-8 per 100 cubic feet and to earn the weekly wage of Rs. 1-14-10, the working party would have to do 832 $\frac{1}{2}$ cubic feet in a week or 138 $\frac{3}{4}$ cubic feet per diem.

3. I believe it to be practically impossible for a working party consisting of 1 man and 2 women to turn out daily 138 $\frac{3}{4}$ cubic feet of earth-work such as had to be done at Nandanavanam. The Sub-Divisional officer demonstrates by reference to what he considers would be the ordinary estimate rate that the party could turn out 162 cubic feet daily. His assumption, however, that such a party would every day when working on a contract work turn out work worth As. 7 in ordinary times is fallacious, even supposing his rate to be correct, and his estimate is of no value. As I was at Nandanavanam on the 11th instant and found the coolies had struck work for the second time owing to the Sub-Divisional officer unauthorizedly lowering the rate again from As. 1-3 per cubic yard to which it was raised by me in accordance with Board's Proceedings, Mis. No. 461, dated 21st January 1898, to 1 anna per cubic yard, I made a practical experiment to ascertain the work a working party might fairly be expected to turn out daily. I selected the 7 strongest looking men and the 14 strongest women I could find from about 150 coolies who came on my arrival, and dividing them into seven working parties each of 1 man and 2 women, stipulated to pay each party at the rate of As. 2 per cubic yard and in addition to give the party doing the most work Rs. 3 extra for two hours' work. I personally watched them at work throughout this period and saw that they worked their very best; in fact no coolies could possibly have kept on at the same rate or anything like it for a whole day. The results were as follows:—

1st party (3 Malahs)	23.2 cubic feet in 131 minutes or 21.3 cubic feet in 2 hours.
2nd do. (do.)	23.1 do. in 124 do. or 22.3 do. do.
3rd do. (do.)	21 $\frac{1}{2}$ do. in 136 do. or 21.8 do. do.
4th do. (do.)	23 $\frac{1}{2}$ do. in 136 do. or 25.3 do. do.
5th do. (1 Kappu male and 2 Malah females)	22 $\frac{1}{2}$ cubic feet in 136 minutes or 19.8 cubic feet in 2 hours.
6th do. (1 Kappu male, 1 Kappu female 1 Baliga female)	31 cubic feet in 141 minutes or 26.3 cubic feet in 2 hours.
7th do. (1 Golla male, 1 Golla female, 1 Kappu female)	28.1 cubic feet in 134 minutes or 25.1 cubic feet in 2 hours.

The work was typical of work being done, the soil being hard red with gravel, the lift 11 feet and the lead 95 feet. The average outturn per party in two hours was 23.1 cubic feet.

4. It may fairly be deduced from the results given above that the maximum that can possibly be turned out in one day by a working party taking a working day to be nine hours is $4\frac{1}{2} \times 26.3$ cubic feet or 118.3 cubic feet, while the most we can reasonably expect cannot be put at more than 4×25 or 100 cubic feet taking a day to be 8 hours and allowing for the high pressure under which the results above were attained. The results also show that the task-rate of 10 cubic feet per unit was a fair task. The two outturns of 118.3 cubic feet and 100 cubic feet arrived at above are very different from the 162 cubic feet of the Public Works Department officer and they show that with a rate of 1 anna per cubic yard, a working party could not possibly earn the weekly wage of Rs. 1-14-10, necessary for their support. In fact, they would

* Outturn in six days at 100 cubic feet daily = 600 cubic feet = at 1 anna per cubic yard, Rs. 1-6-2 $\frac{1}{2}$ which divided by Rs. 1-14-10 give $\frac{11}{11}$ or $\frac{1}{11}$.

earn about $\frac{1}{11}$ * of the weekly famine wage or less than three-fourths and could not therefore maintain themselves, let alone their dependants. Is it astonishing then that the coolies struck work or objected to be "sweated" to death? There is another point, too, which must be mentioned here, that is, the great delay in payments. On the 1st instant 14,244 cubic feet of earth-work executed prior to the 22nd February remained unpaid while some work done at the same time had not even been measured, because, the overseer told me, no money had been received and measurements are not made until after the receipt of funds.

5. I may note that the overseer in charge of the work informed me that he did not believe the coolies could do more work than they did, and he estimated the earnings of each individual at from 10 pies to 1 anna daily. Taking the earning of a working party from this to be about As. 3 daily, the average daily outturn is

81 cubic feet. The overseer's statement is therefore, I consider, borne out by the results in paragraph 3. I had to be satisfied with the overseer's estimate of earnings as no returns are kept on the work from which it is possible to arrive at any idea of the daily outturn of any gang. Such returns should, I consider, be maintained.

6. I enclose a statement showing the numbers on the work from the 1st February to the 22nd February, on which date the coolies last struck work. It shows that very few children were on the work and that the dependants had to be maintained out of the wage earned by the workers. I would state here that I was never informed until I went to Nandanavanam on the 11th instant that the work had been stopped on the 22nd February; in fact the Sub-Collector's fortnightly report showed 967 on the work at the end of February. How this occurred I have not yet been able to ascertain.

7. I have ordered the recommencement of the work from the 12th instant, at the ordinary Public Works Department rate, which is As. 1-3 $\frac{1}{2}$ per cubic yard and have directed the Executive Engineer not to alter the rate without my approval.

ENCLOSURE.

From the Special Sub-Divisional officer, Kanigiri, to the Executive Engineer, Nellore Division, dated 27th February 1898, No. 181.

With reference to your endorsement, No. 35-F., dated 15th February 1898, I have the honour to report that the task enforced in Nandanavanam tank work under the relief system was 10 cubic feet each unit or 40 cubic feet per man to earn B wages, As. 1-7, so the amount of work to be done by a labour party of one man and two women carriers was 80 cubic feet for As. 4-7, taking women's wages at As. 1-6. This gives a rate of As. 1-7 nearly per cubic yard of earth excavated and thrown to section. Besides this, under that system the labourers had the advantage of getting their children fed gratuitously; and nursing mothers had light work and advantages over others of their class. All these induced them to flock to the work.

2. But when "task" was replaced by the intermediate system, the rate was fixed at 1 anna a cubic yard which required of a man and two women, 122 cubic feet of earthwork, to earn the same amount as before; and hence the strike among the workers, certainly not owing to weakness on their part, but purely with a view of forcing the authorities into relaxing the rates and resorting to the relief system.

3. Now to compare this rate of 1 anna with the work of ordinary times: The wages of a labour party as before would in ordinary times come to As. 7 per day (man As. 3, woman As. 2). The ordinary rate for earthwork would be the estimate rate for this case is Rs. 3 per 1,000 cubic feet or As. 1-3 per cubic yard exclusive of sectioning. To earn, therefore, As. 7 per day, the same labour party of one man and two women would have to work in ordinary times not less than 147 cubic feet. It has to be noted here that the above calculations do not allow any margin for contractor's profits, and when we reckon this also, the work of ordinary times would be at least 10 per cent. more than given above. Thus, the working capacity of a labour party as above could be fairly taken as 162 cubic feet or 6 cubic yards on a work like the one in question. From these you will be pleased to observe that the rate of 1 anna fixed under the intermediate system which requires an outturn of only 107 cubic feet against 162 cubic feet is, by no means, too much for the capacity of workers.

4. About the 30th ultimo after a strike of about a week, the coolies offered again, and did work to the extent of about Rs. 60 at 1 anna per cubic yard. But, in the meanwhile, the order to execute work at ordinary rates (at Rs. 3 per 1,000 cubic feet) was given effect to, which, having been found too attractive, the old rate of 1 anna per cubic yard has been reverted to (please vide my No. 169, dated 24th February 1898).

5. Referring to paragraph 2 of the Collector's letter under reference, I beg to state that, having only recently joined, I have no experience of Udayagiri taluk, but I believe a rate of Rs. 1-8-0 per 100 cubic feet breaking (1 $\frac{1}{2}$ ") and stacking metal with a lead of 50 yards may be fair.

6. If I may be allowed to express an opinion, I would respectfully beg to submit that the rate of Rs. 2-5-0 should on no account be raised if the test is to have its trial. From the little I have seen of these parts, I think the labouring classes have enough work in their own way, and do not seem to stand in need of State relief for some time to come.

f6

No. 69-F., dated 7th March 1898.

True copy forwarded to the Collector of Nellore for information with reference to his No. 100-G.B.-Ver., dated 12th February 1898.

(By Order.)

(Signed) KING,
Manager.

Formation of the gang.

Date.	Rate allowed.	Males.	Nursing mothers.	Other women.	Children.	Total.
1	2	3	4	5	6	7
1st February 1898	..	249	9	237	29	524
2nd "	..	306	13	300	41	660
3rd "	..	312	21	322	45	700
4th "	..	300	21	305	45	671
5th "	..	300	21	305	45	671
6th "	..	154	9	169	21	353
7th "	..	219	21	252	44	536
8th "	..	199	14	216	35	464
9th "	..	151	12	149	31	343
10th "	..	166	13	170	22	371
11th "	..	243	13	256	21	533
12th "	..	286	19	288	28	614
13th "	..	230	15	273	21	539
14th "	..	275	16	344	48	683
15th "	..	303	17	403	34	757
16th "	..	267	8	367	17	659
17th "	..	321	26	436	52	835
18th "	..	389	28	475	40	932
19th "	..	217	11	257	7	492
20th "	..	..	..	Sivarathri.	..	..
21st "	..	388	29	463	30	910
22nd "	..	405	29	505	39	978
Total ..	..	5,680	358	6,492	695	13,225

Resolution—Mis. No. 2000, dated 19th March 1898.

Submitted to Government, in continuation of Board's Proceedings, No. 104, Press, dated 5th March 1898.

(True Copy and Extract.)

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

To the Secretary to Government, Revenue Department,
with copies of two enclosures.

Copy to the Collector of Nellore.

READ—also endorsement from the Public Works Department, No. 1842-C., dated 24th March 1898, submitting remarks on the task and payment on Nandanavaram (tank) relief works, Nellore district.

ORDER—No. 203, Revenue, dated 7th April 1898.

Miscellaneous.

The chief question raised in the papers read above has reference to the rates at which piece-work should be paid under the intermediate system. The first sentence of paragraph 9 of G.O., No. 72, dated 7th February 1898, was based on the supposition that the ordinary Public Works Department rates vary from time to time with marked changes in prices. This proves not to be the case, and hence the difficulty felt by the Collector in interpreting

the instructions of the Government in this respect. It must be remembered, however, that the ordinary rates fixed by the Public Works Department for piece-work provide when prices are normal for a good deal more than the mere subsistence of the worker and his dependants. The Collector, moreover, in his calculations omits to take into account the labour of the wife and family.

On the whole, considering the limited area within which distress has as yet manifested itself in Nellore, the Government considers that for the present the ordinary Public Works Department rates for the district may be adopted in fixing the remuneration of the relief workers under the intermediate system.

2. The Government will await the results of the working of this system under the Public Works Department. Meanwhile, the Collector should continue carefully to watch the conditions of the relief workers and should report without delay any deterioration he may notice and which he considers justly attributable to the system under which they are working.

3. The Government has already, in paragraph 4 of G.O., No. 143, dated 10th March 1898, empowered the Collector to open kitchens for the distribution of cooked food to young children under seven years of age, when there is reason to believe that the parents are deliberately starving their children. The Collector should understand that he has discretion to relieve at kitchens decrepit persons who are dependant on no one and who usually live by begging and are at the same time unfit for work of any kind.

4. Public Works officers should give the Collector every possible help in the matter of selecting suitable and, if possible, remunerative works.

(True Extract.)

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

To the Board of Revenue (Revenue Settlement,
Land Records and Agriculture).
" Public Works Department (with copy of His Excellency's note).
" Financial Department.
" Local and Municipal Department.
" Accountant-General.

Exl. Shaik Karim.

75 Copies.

Garnes C No 1921 of 98.

REVENUE DEPARTMENT.

1898.

Board of Revenue

(Revenue Settlement, Land Records and Agriculture),

MADRAS.

Recd.

Enclosures

1898.

Regd.

Spare copies

Printed March th.

Proceedings, No. 104, 5th March 1898.

MARCH.

G. C. No 1921 of 98
7-4-98

Intermediate system of works.—Submitting, for the orders of Government, report from the Collector of Nellore regarding the rates and tasks to be enforced under the —.

22/4
21/3

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

READ—the following G.O., No. 71, Revenue, dated 4th February 1898 :—

Read—Proceedings of the Board of Revenue (R.S., L.R. and Agri.), No. 46, dated 28th January 1898.

ABSTRACT.—Submitting to Government, with remarks, fortnightly narrative of the Nellore district for the period ending 15th January 1898.

Order—No. 71, Revenue, dated 4th February 1898.

Miscellaneous.

Recorded with the remark that the appointment of Famine Commissioner ceased on the 31st December 1897, and that there is now no officer of that designation.

2. The Collector reports that labourers have refused to accept employment on the intermediate system at Nellatur and Sitarampuram, and it is understood that those on the Nandanavanam tank repairs also struck work, when the system was introduced there under the Public Works Department. The Government desires to have a full and detailed report as to the piece-work rates offered at these three places, and how they compare with the ordinary rates of the Public Works Department and the rates under the task-work system.

(True Extract.)

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

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

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

READ—again Proceedings of the Board of Revenue (R.S., L.R. and Agri.), No. 65, dated 8th February 1898.

ABSTRACT.—Submitting to Government report on the results of the inspection of distressed tracts in Nellore by the Commissioner of Revenue Settlement, Land Records and Agriculture.

READ—again Proceedings of the Board of Revenue (R.S., L.R. and Agri.), No. 77, dated 14th February 1898.

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

READ—also the following letter from E. SCOTT, Esq., Acting Collector of Nellore, to the Famine Secretary to the Board of Revenue, dated 25th February 1898, No. 576-Ver. :—

With reference to B.P., No. 77, Press, dated 14th February 1898, I have the honour to state that there is nothing in the remarks of Government regarding the intermediate system in paragraphs 7 to 10 in their order, No. 72, Press, dated 7th February 1898,

which, as far as I can see, in any way affects my remarks in my letter, No. 385-Ver., dated 9th February 1898. These remarks, I may point out, are supported to a large extent by the evidence recorded by the Famine Commission of 1878 (pages 176 to 185 of Appendix IV) which shows that piece-work by itself fails as a means of relief. This also was the conclusion arrived at by the Commission (paragraph 132 of part 1 of report). The intermediate system accompanied by task-work could possibly be worked so as to provide full relief. I doubt, however, if this would be as satisfactory as task-work by itself, having regard to the excess expenditure under piece-works, for, except perhaps when the works are remunerative, and they generally are not, the outlay of a larger expenditure than is absolutely needed to secure the people from distress is unjustifiable. It was this consideration that led me to object to the execution of road works under the intermediate system, while I raised none to its adoption at Nandanavanam.

2. I do not think I have, in any way, misunderstood the system, though in respect to one point I am still in doubt, that is, the rates to be enforced, and definite orders may, I request, be issued as to how they are to be fixed. In paragraph 9 of the order of Government, it is stated that rates should be somewhat less than the ordinary rates, raised with due regard to the prevailing high prices, while further on, in the same paragraph, it is laid down that the piece-work rates should be below full current rates. I do not understand what is meant by “full current rates” as opposed to “ordinary rates”. Piece-work rates for work executed, whether by the Public Works Department or the Local Fund Department, do not vary with prices, and if they did vary, the variation would naturally be a fall when prices are high as the demand for labour would increase. Looking at paragraph 6 of G.O., No. 430, Revenue, dated 3rd February 1897, it seems to me that, if the rates are to be fixed with reference to the existing Public Works Department rates, which we know will attract labour at all times, they must necessarily be below the ordinary rates, and if any change is found called for, it must be based directly upon the price of grain and the task a labourer can execute. Given the task an able-bodied man can execute and given the quantity of grain necessary to support him, and the non-working members of his family, it is easy to fix the piece-work rate, provided it is laid down how many non-working members each able-bodied worker must be presumed to support. A typical family is sometimes taken as a man, his wife, two children over seven, and two under seven, and each able-bodied labourer may be taken to have to support an adult woman, and two young children. For task works the Executive Engineer gave me the following tasks for an A class labourer :—

Earthwork—ordinary red earth = 60·8 cubic feet; lift 1 yard; lead 10 yards.

Breaking and stacking metal (at quarry) = 24 cubic feet.

With grain at twelve seers per rupee, a labourer would have to earn daily at least As. 4-9 as shown below :—

									A. P.
For himself	...	...	...	...	...	...	...	...	1 9
Wife	...	...	...	...	...	...	...	...	1 6
Two children	...	...	...	...	...	...	...	...	1 6
Total	...	...	...	...	...	...	...	...	4 9

or allowing for one day's rest As. 4-9 + $\frac{1}{2}$ of As. 4-9, that is, roughly As. 5-6. The rates would then be—

						RS. A. P.
Earthwork—Rs. 5-10-0 for 1,000 cubic feet	...	3	7	6	ordinary rate.	
Breaking and stacking metal (at quarry)—Rs. 1-6-11 for 100 cubic feet.	...	0	10	3	(Local Fund rate for laterite metal).	

This shows that the rates under the intermediate system, if they are intended to enable a labourer to support his non-working family, must be at least 50 per cent. above the ordinary Public Works Department rates.

3. With regard to paragraph 1 of the Board's Proceedings, the tasks in force at the test relief works are as follows:—

	Task.
	C. FT.
Pedarikatla work—Breaking and stacking quartz metal ...	1½ per unit.
Narramarella work—Flint and quartz-collection at 150 yards ...	1 „

Taking the outturn of a man and a woman to be 9 cubic feet and their daily wages to be As. 3-1 (with ragi at twelve seers per rupee), we get the rate on the work at Pedarikatla to be approximately Rs. 2-2-0 per 100 cubic feet, or, allowing for a day of rest every week with the D wage Rs. 2-6-5 for 100 cubic feet, against the ordinary Local Fund rate of Rs. 1-6-0 per 100 cubic feet. Probably the rate on the task-work in practice to some extent exceeds the figure given above and Rs. 2-12-0 would be more accurate than Rs. 2-6-5. Ten cubic feet would probably be a full day's task for an able-bodied labourer. The ordinary Local Fund rate for metal such as is being broken at Narramarella would be about Rs. 2 per 100 cubic feet, while the rate on the task-work with 1 cubic foot per unit amounts to Rs. 3-9-8 per 100 cubic feet. I do not think an able-bodied labourer would turn out more than 7 cubic feet per diem at the most, on this work.

4. It is true that in some cases, owing to the neglect of the overseers, the workers on the several works were allowed to earn the D wages when they had wilfully neglected to do a full task. For instance, the outturn at Narramarella from the 7th to the 23rd January was 4,086½ cubic feet of broken metal and the wages paid for this amounted to Rs. 238-13-11, which gives Rs. 5-13-8 per 100 cubic feet. I have, however, warned the overseer that in all cases the workers must be fined below the minimum wages, unless there is some special reason for showing any concession.

5. A copy of the instruction originally issued by me for the conduct of task-works in my circular No. 3935-Ver., dated 5th December 1897, is enclosed for the information of the Board.

6. I am unable to give any details of the rates on the Public Works Department works at Nandanavanam, as I have received no information from the Executive Engineer. I have not thought it worth while to wait for his report, which will be submitted on receipt.

7. With reference to the remarks of Government in paragraph 4 of the Government Order, I would respectfully submit that the selection of large works rests now more with the Public Works Department than with me. It is useless for me to select works, if I am to be told immediately the works cannot be executed. The only works of any magnitude I can select are new road works which should never be taken up if any other works are possible. The works at Narravada and Narramarella are new road works, and they may be called large works. The construction of roads from Chendalore to Donakonda and from Tarlapadu to the Cumbum road will also be fairly large works. With these four works in Udayagiri, Kahigiri, Podili and Darsi, all other works can be closed in these taluks if one work in each taluk is considered sufficient, and I request that I may be permitted to close the works at Nellatur and Pedarikatla and Nandanavanam and go on with these four works alone. I must, however, repeat my request to be allowed to hand over the Narravada and Narramarella works at least to the Public Works Department. The works at Tarlapadu and Chendalore would be started under the intermediate system and I think, that if this system is to have a proper trial, it will be well to open these works under the Public Works Department, especially as the provision of hutting accommodation will be a matter of considerable difficulty and expense. If the Narramarella work is handed over to the Public Works Department, it could also be conducted under the intermediate system.

8. I have in accordance with the wishes of Government ordered the discontinuance of gratuitous relief at kitchens to non-dependents. I am afraid, however, that the result of this step will be disastrous, for admittedly one of the first classes to feel the need of relief is that composed of infirm persons and beggars, ordinarily living on the charity of the public, who are unfit to work (*vide* paragraph 109 of the report of

the Famine Commission of 1878, Part I), and these must necessarily starve if we do not assist them. Nor is the number in the kitchens (less than 40) so large as to show that these are being resorted to by persons not really needing assistance.

RESOLUTION—No. 104, dated 5th March 1898.

Submitted to Government with reference to G.O's., No. 71, dated 4th February 1898 and No. 72, dated 7th February 1898.

2. On the subject of the intermediate system, the Board has nothing to add to its remarks in B.P., Nos. 66 and 77 of 1898.

3. The Collector solicits orders as to the rates at which piece-work should be paid for. Instructions on the same point were asked for in B.P., No. 65 of 1898. Paragraph 9 of G.O., No. 72, dated 7th February 1898, gives a general idea of the method of dealing with the question, but the Collector finds difficulties in carrying the principles therein enunciated into practice. The Board regrets that it is unable to furnish the Collector with definite instructions for calculating the rates of payment, as it has all along experienced the same difficulty in interpreting the wishes of Government, as is felt by the Collector. It is requested that definite instructions may be issued on the point at an early date. The Board apprehends the two phrases quoted by the Collector in paragraph 2 of his letter are intended to be identical, *i.e.*, that "rates somewhat less than the ordinary rates raised with due regard to the prevailing high prices" are the same as rates "below full current rates." What Government probably intends is that, supposing the Public Works Department rates to allow 3 annas for a certain amount of work in ordinary times, and prices to be doubled, the rate to be allowed is, not 6 annas, but something less, say 5 annas.

4. The Collector once more reports that the Public Works Department is unable to put large works in hand. The matter has been referred to in B.P., No. 77 of 1898. The unpreparedness of the department seriously handicaps the Collector in his attempts to carry out the policy of concentrating labourers on large works, which should, if possible, be remunerative.

5. The Collector's proposal to close the works at Nellatur, Pedarikatla and Nandanavanam, and to offer employment only on the four roads, (1) Narravada, (2) Narramarella (3) Chendalore-Donakonda and (4) Tarlapadi-Cumbum road, is in accordance with the wishes of Government, and is therefore approved.

6. Orders for the transfer of the supervision of works to the Public Works Department are being separately communicated to the Collector.

(True Copy and Extract).

Bulley 9/3
Famine Secretary.

To the Secretary to Government, Revenue Department. *In S copy already sent*
" Collector of Nellore.

Copy to the Sanitary Commissioner.

First copy sent to Press

Returned for signature.

Despatched in print.

Read as in G.O., No.
129

SECRET No.

FORWARDED TO G. No.

ORDER OF GOVERNMENT

ORDER OF GOVERNMENT

REPLYMENT WITH PHOTO.

REPLYMENT NOT REPLIED TO, BEING MEANT FOR REPLYMENT
IN ORIGINAL.

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A = Print in full.
B = Not to be printed.
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REPLYMENT.

Order complete.

Order only.

Order complete with 12