

Revenue (1898) Department.

MISCELLANEOUS SERIES.

G.O., No. 4131

DATED 21.10.98

[Despatch Abstract.]

Recording Bt's Profs Submitting ~~the~~
further expression of opinion as to the
relief of Dependents of Test Relief Workers.

BACK PAPERS.

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

FURTHER PAPERS.

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

REVENUE DEPARTMENT.

1897.

Board of Revenue

(Revenue Settlement, Land Records and Agriculture),

MADRAS.



Recd. 18 Nov.

Regd. 18

1897.

Enclosures

Spare copies

Printed November th.

Proceedings, No. 693, 1st November 1897.

NOVEMBER.

Dependants of test-relief workers.—Submitting the further expression of opinion as to the relief of — called for in G.O., No. 825, dated 29th September 1897.

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

W. J. H. LEFANT, Esq.
(Famine Commissioner.)

Read—the following G.O., No. 825, Revenue, dated 29th September 1897:—

Read—the following Proceedings of the Board of Revenue (R.S., L.R. and Agri.),
Mis. No. 6973, dated 28th August 1897:—

Read—the following G.O., Mis. No. 4440, Revenue, dated 25th August 1897:—

Read—Proceedings of the Board of Revenue (R.S., L.R. and Agri.), Mis. No. 6456,
dated 14th August 1897.

Order—Mis. No. 4440, Revenue, dated 25th August 1897.

The Collector of Cuddapah is authorized to open the two works referred to in his letter whenever he considers them necessary for relieving distress. The works should be carried out as test works, and the conditions prescribed in the Famine Code should be strictly enforced, i.e., no relief should be provided for dependants and tasks which should be strictly enforced should be not less than 75 per cent. of normal task of a professional worker, the wages paid being those allowed under the Code.

2. The Collector of Kurnool is also authorized to open kitchens at the places mentioned in his letter.

(True Extract.)

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

To the Famine Commissioner.

Resolution—Mis. No. 6973, dated 28th August 1897.

Communicated to the Collectors of Cuddapah and Kurnool. The rain which has recently fallen in Cuddapah may have rendered these new works unnecessary.

2. The Famine Commissioner is unable to understand that portion of the order which directs that no relief shall be given to dependants of workers. Under Section 17, Famine Code, test-workers are to be regulated strictly according to the provisions laid down for relief works. Under Section 60, Famine Code, gratuitous relief may be granted to relief workers' children, who are too young to work; this section, however, only describes the various methods of granting gratuitous relief. Under Section 66, Famine Code, kitchens shall be provided in connection with large works for feeding non-working children. The essence of the Code has always been understood to be that

each worker will be paid sufficient for himself and himself alone, and separate provision being made for his dependants. This interpretation has several times been insisted on by the Famine Commissioner and accepted by Government—*vide* G.Os., No. 702, dated 9th December 1896; No. 201-A, dated 25th March 1897; No. 246, dated 13th April 1897; and No. 305, dated 7th May 1897, and the Famine Commissioner earnestly deprecates any departure from it as being contrary to the intention of the framers of the Code.

3. The order of Government that the tasks levied should be not less than 75 per cent. of the normal task of a professional worker applies to all workers. According to Section 100 of the Code it only applies to B class labourers.

(True Copy and Extract.)

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

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

Order thereon—No. 825, Revenue, dated 29th September 1897.

In regard to the remarks in paragraph 3, the Famine Commissioner's attention will be invited to the instructions of the Government of India communicated with G.O., No. 10, dated 7th January 1897, in which it is directed that the conditions to be enforced on test works should be more deterrent than on regular relief works. The Government has therefore advisedly adopted 75 per cent. of the A task in the present case.

2. With reference to the remarks of the Famine Commissioner in paragraph 2, it appears to Government that the separate provision for dependants, referred to by him as forming the essence of the Code, applies only in the case of labourers employed on regular relief works after test works have shown that relief works are necessary. That test works are not relief works within the meaning of Section 57, and that the Code provisions about the gratuitous relief of dependants do not apply to them, have already been laid down in G.Os., No. 57, dated 23th January 1897, and No. 595, dated 2nd February 1897. It is true that views to the contrary expressed in some B.Ps. issued since have been allowed to pass unchallenged, but this was because the Proceedings related to tracts the conditions of which were special (Bhadrachalam, Ganjam and Vizagapatam). In these tracts the Government took for granted on the reports of the Famine Commissioner and of the District officers that there was undoubted distress though relief works failed to attract labourers, and its object was not to test distress but to make the people attend the works which, though called test works by the Famine Commissioner, were really relief works.

3. In view however of its importance, the Government is prepared to regard the question as one open to discussion, and desires to have a further expression of opinion from the Famine Commissioner in the light of the following remarks which show what, in the opinion of Government, is the system contemplated by the Code, and how far that system has been departed from during the present distress.

4. The policy of the Code is to delay the opening of relief till its necessity is demonstrated and to devolve on Local Fund Boards and the local resources as much as possible of the cost of relief in the earlier stages of distress. Hence it utilizes for preliminary purposes all possible existing agency before "relief" is to be acknowledged necessary, and Section 17 declares that before distress is admitted, it must be tested with ordinary Public Works Department works and with Local Fund works. Thus test works belong to a phase of relief distinctly antecedent to regular relief works and are designed not to give relief, but to test it. There is nothing which goes further to defeat this object than the grant of relief to dependants which is practically raising wages with one hand while lowering them with the other.

5. That there is a distinction between "test works" and "relief works" is obvious from the Code definition of the latter (Section 57); while ordinary Public Works Department works may be utilized as test works (Section 17), they cannot be relief works; and the case is stronger in regard to Local Fund works, for relief to dependants is gratuitous relief (Section 60) and gratuitous relief cannot be legally charged to Local funds (Section 33).

6. Section 17 which fully explains how test works are to be carried out mentions only three points:—

- (i) Admission of all applicants.
- (ii) Task work.
- (iii) Wages not exceeding Code wages.

The Famine Commissioner says that it was also the intention of the framers of the Code that on test works relief should be given to dependants; if so, there will then be no difference between test works and relief works, and Section 17 may well have been omitted. The Code contemplates a uniform system everywhere so far as relief works are concerned, but it has been ordered that test works should be made specially deterrent. This cannot be done if test works do not differ from relief works.

7. Section 17 was copied into the Madras Code at the instance of the Government of India from the Bengal Code; and a perusal of Section 11 of the latter will show that the intention was to prescribe a method by which District officers might ascertain the existence and extent of distress by utilizing district board works as test works under the conditions fully and exhaustively specified in the section; these conditions do not include relief of dependants, though there is no legal impediment in that Province to charging the cost of such relief to Local funds. The case is otherwise in Madras where, as above mentioned, Local funds are not chargeable with the cost of any gratuitous relief, and as Section 17 says that Local Fund works might be opened as test works, it cannot have been intended that in this Province gratuitous relief should be given on them. The late Mr. Clogstoun who drew up the Code was of opinion that relief works as carried out under the old Code formed a good test of distress, and when it is remembered that works under the old Code were carried out without any provision for the relief of dependants, it will be seen that his idea of test works did not include such relief.

(True Extract.)

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

To the Famine Commissioner.

RESOLUTION—No. 693, dated 1st November 1897.

The Famine Commissioner begs to submit the further expression of opinion as to the relief of dependants of test-workers, called for in G.O., No. 825, dated 29th September 1897.

2. He begs respectfully to point out, with reference to paragraph 2 of the G.O., that G.O., No. 702. R., dated 9th December 1896, related to Anantapur, while B.P. No. 336, dated 12th November 1896, related to Kurnool.

3. He respectfully submits that the distinction drawn by Government between test and relief works, in paragraph 4 of the Government Order read above, does not altogether hold good. That there is a distinction there is no doubt, but the distinction—so far as the Code goes—is very much one of nomenclature. "Ordinary works are those works on which labourers are employed in the ordinary manner at the rates prevailing in the labour market, and which are not brought under the rules of this Code. . . . Relief works are those on which wages are given at special rates, and which are brought under the rules of this Code." (Section 57,

Famine Code'. Test-works are works "regulated strictly according to the provisions hereinafter contained as to relief works" on which "labour is paid for at task-work rates, not daily rates, and the wage given does not exceed the famine wage according to the Code" (Section 17, Famine Code). In other words, test works are those on which wages are given at special rates, and which are brought under the rules of this Code, i.e., they are of exactly the same nature as relief works, except in so far as the wage given on them may be less than the Code wages. This does not absolutely follow from the wording of Section 17, but it has been laid down by the Government of India (vide Circular No. 3 F-77-1, dated 24th December 1896). The only other distinction is that works opened under the Code conditions, before distress is officially proclaimed, are called test works, while, immediately the existence of distress is acknowledged, the term is converted to relief works. The present Code does not contain any formal provision for notifying the exact stage at which test merges in relief. Test works are subject to the same rules as relief works, prior to the official acknowledgment of distress, and are not essentially differentiated from relief works as defined in Section 57 of the Code.

4. The statement in paragraph 5 of the Government Order that "while ordinary Public Works Department works may be utilised as test works (Section 17), they cannot be relief works" does not appear to be correct, for in Section 57 it is expressly stated that, "when it has been decided that relief works should be opened, the whole or part of an ordinary work may be converted into a relief work, and brought under the provisions of this Code." No exception of Public Works Department works is here made, and the distinction between test works and relief works being, as the Famine Commissioner submits, little more than one of nomenclature, it seems that works fit to be treated as test works are just as fit to be treated as relief works. The argument in the same paragraph as to local fund works, the Famine Commissioner respectfully submits, is not convincing, for the Code contemplates Local Fund relief works as well as Local Fund test works. The cost, which would be very little, of any gratuitous relief given in connection with Local Fund works, whether "test" or "relief", can only be met from the Provincial purse.

5. With regard to the statement in paragraph 6 that Section 17 mentions only three points, the Famine Commissioner begs to point out that the definition of relief works in Section 57 is in practically the same words, and that no mention is made of gratuitous relief in the definition. Gratuitous relief is, it is true, mentioned in the same chapter, but this chapter professes to deal with all kinds of measures of relief. If gratuitous relief to dependants goes hand-in-hand with relief works, it should be dispensed also in connection with test works, which are to be regulated "strictly according to the provisions hereinafter contained as to relief works." This is distinctly contemplated by the Government of India, for, in the form of monthly telegraphic summary prescribed by that Government, provision is made for reporting the number of dependants of those relieved on test works—vide Circular No. 9 F 1-16, dated 25th January 1897.

6. The opinion of the late Mr. Clogstoun is quoted to the effect that relief works, as carried out under the old Code, formed a good test of distress, and it is remarked that, as works under the old Code were carried out without any provision for the relief of dependants, his idea of test works did not include such relief. The paper from which this quotation is made is probably the Famine Report for 1891-92, paragraphs 47 to 42; but it does not seem that any necessary distinction between test and relief works need be inferred from these paragraphs. The old Code however contemplated the giving of gratuitous relief even before the test-work stage, for, in Section 38 it was stated "The extent to which employment is to be provided will vary according to the severity of the famine. If it only amounts to severe scarcity, it will commonly be found sufficient to enlarge the ordinary works so as to afford employment to greater numbers than usual, but without any change of system, and this, with the addition of help in the villages to those incapable of work, will probably enable the people to tide over the seasons of distress. It is essential that the relief to be thus given should be tendered promptly, and before the people have begun to lose strength from want of food." The old Code provided in Section 118 for the feeding of non-working children in kitchens,

and paragraphs 60, 61, 102 and 103 of the report on the relief operations of 1891-92 show that kitchens were provided, though not availed of to any large extent, mothers, as a rule, preferring to share their earnings with their children.

7. Apart, however, from the strict interpretation of the wording of the Code, the Famine Commissioner considers that gratuitous relief for dependants should be introduced concurrently with test-works. The labourer's wage is calculated on the assumption that it is sufficient for himself, and himself alone, and to offer employment at Cole wages, without affording relief to dependants, who are unable to work, is to offer a wage which is not a living wage for the family. In this country, where not only marriage, but marriage at the earliest possible age, is almost universally looked upon as a religious duty, workers without dependants are rare. If the wages offered are insufficient to permit of the working members of a family earning sufficient to support the whole family, there is a risk of the offer not being accepted, and the inference being consequently drawn that relief is unnecessary. The safest method of preventing test works from becoming too attractive is to fix a fairly stiff task, and to enforce it by fining down to the minimum wage, and lower still in case of malingering. Test works should always be opened before labourers have fallen off in condition, and while they are still able to turn out a normal task. What a normal task is will be learnt from the experience of the present year.

8. The Famine Commissioner does not hold that test works are always strictly necessary. The golden key to the case is, in most cases, to be found in Section 2 of the Famine Code, which lays down that "As a rule it is to be understood that a rise to the 'scarcity rate,' from time to time fixed by Government, in the staple food-grain or grains of the district is a sure indication of the existence of severe scarcity calling for the immediate introduction of relief measures." Experience will generally supply such modifications as may be necessary in the application of this rule: e.g., in the Deccan Districts, or rather in certain well-known tracts of them, the rule of Section 2, is infallible: it may be held to be so generally in Ganjām; on the other hand, no experienced officer would think of applying it to the Deltas. Scarcity prices were reached in the Gôdâvari Delta as far back as November 1896, but there never was any idea that relief was necessary then. They were reached also in South Canara and in Malabar. Relief was not really needed in the former district. It is not quite certain that the boundary of a waiting policy was not overstepped in the latter. It is in tracts like the uplands of the Delta Districts, in the coast and southern districts, that test works would be of special, if any, value. There it is always possible that a season of doubt may exist in which it is not certain whether the people have come to the yielding point. The Famine Commissioner would lay stress on the fact that, as a rule, the people will not come to famine works unless driven to them by want, and the kitchen relief in the Presidency is, and is likely to continue to be, so repellant as to be actually prohibitive in a large percentage of deserving cases.

9. The most important factor, the *sine qua non*, of a genuine test work is the personal equation of the officer in charge of it. This officer can make a test work what he likes. By want of sympathy, by a desire to save himself trouble and put off the evil day, to say nothing of harsh severity, this officer may make a test work a stone instead of bread, and the need of relief may, through his misfeasance, be recognised too late, after much unmerited suffering has been undergone. On the other hand, a slack officer, or an officer who carries sympathy to a fad, may make a test work unduly attractive, and distress may be artificially stimulated when it is not present. Again, it is absurd to open—as has often been done—a test work, and call it such, when the task is impossible, and the necessary tools, baskets, &c., and subordinate supervision are not properly forthcoming and organized in advance. It is open then to say that the people are not distressed, because they cannot comply with impossible conditions. The Famine Commissioner would, therefore, recommend that test works should only be "deterrent" in the sense that no one not distressed would be likely to go to them, and that gratuitous relief may be safely given if the officer in

charge has been carefully selected. This officer should always be a picked officer. If this is done Government will attain the knowledge required, notwithstanding the grant of gratuitous relief. It would be open, *in the test work stage*, to restrict such relief to kitchens. The latter will never, in this Presidency, be attractive.

(True Copy and Extract.)

W. S. S. S.
7/11
Famine Secretary.

To the Secretary to Government, Revenue Department.

Draft

Read C. at 99.60.

G.O. (Press).

The press read above ^{indicates} ~~shows~~
a misapprehension of the G.O. also
which it is a reply and of the
policy of the Famine Code in
several important respects, and
contains no argument calling for
a modification of the opinion al-
ready expressed by Govt, ~~viz~~
that the Code does not contemplate
the grant of gratuitous relief to
the dependents of destitute
the question whether ^{any} ~~any~~
modification of the Code in this respect
~~of that kind~~ is necessary or
expedient is a ^{matter} ~~different~~ ~~matter~~
has been reserved for discussion
at the famine conferences; the
Govt will suspend its judgment
on this question till ^{opinions have} ~~it has been~~
^{obtained} ~~have been obtained~~ ~~the~~
~~a famine is declared~~ ~~the~~
~~and famine is placed before it~~

2. Para 2 of the B.P. The Famine
Commissioner loses sight of the
word "since" in the third sentence
of para 2 of G.O. ⁸²⁵ ~~29-9-97~~ ^{while}
pointlessly refers to B.P. issued
previous to G.O.'s ⁵⁷ ~~28-1-97~~ ⁵⁹⁵
is therefore 2-2-97

3. ~~Paras 3 and 7 of the B.P. Act.~~
marks are instituted under Part II
of the Code "during famine" i.e. when
the existence of the famine has been
recognized after the tests or by means
of the indications described in Part I.
3. Paras 3 and 7 of the B.P. Test-
(Section 17)
marks are mentioned in Part I of
the Code which contains instructions
as to what ~~has~~ to be done "previous
to famine". Relief marks are insti-
tuted under Part II "during famine",
~~that is~~ when its existence has been
recognized ~~after~~ ^{by} the tests or ~~by~~
~~means of the~~ indications described
in Part I; and when relief marks
are opened gratuitous relief may
under Part II be granted to the
dependants of ~~test~~ markers. The
~~instruction~~ ^{the second sentence of} direction in Section 17
that test marks are to be regulated
strictly according to the provisions
laid down for relief marks ^{clearly} is ~~implied~~
by the succeeding sentence which
~~refers to~~ "wages and the quantity
of work to be done" being regulated
~~according to the rules for relief~~
~~marks~~. The object of test marks
not to relieve distress ~~but~~

~~marks being paid sufficient for~~
~~himself and his family alone~~
~~if no famine is being made~~
~~for his dependants~~, but to test the
existence of distress and whether
it is necessary ^{(for the State to offer} ~~to~~ employment to
the worker. The wage given at
test marks should "not exceed the famine
wage according to the Code" and the
conditions under which this wage
can be earned should be "deterrent";
both these objects ~~will~~ ^{would} be defeated
by the grant of gratuitous relief to
dependants.

4. Para 4 of the B.P. Under Section
17 of the Code ordinary marks in
progress or required ^{under} by the D.P.W., the
R.D., or the D. Board, ~~are to be~~
~~opened and utilized as test marks,~~
~~they can be used for testing the~~
~~existence of distress without ceasing~~
to be ordinary marks. ^{It is a mistake however to suppose that}
^{under Section}
5, an ordinary mark ^{may become a}
^{relief mark; what the section means}
~~is that an ordinary public~~
~~work may be converted or~~
~~changed into a~~

is that an ordinary public
work may be converted or
changed into a

5. Para 5 of the B.P. The form of
the telegraphic summary
prescribed by the Govt for all
provinces no doubt ~~marks~~

^{a formal}
~~provision~~ ^{entry} under "test works"
of "dependants" ~~test works~~, but
this does not prove that the Govt
contemplates that dependants should
always be gratuitously relieved
at "test works", ~~but~~ ^{that} the most
can be inferred from it is that such relief
may have to be given in exceptional
cases.

6. Para 6 of the B.P. The Famine
Committee misreads section 38 of the
Old Madras Code. In the first place
it must be remarked that there
were no "test works" under the
old Code. Secondly the principle
of this Code (as of all famine Codes)
was the offer of employment to
those ^{fit for} ~~capable of~~ work and the
grant of gratuitous relief to those
incapable of work. The former
may be provided either at regular
relief works, or, in the earlier
stages of distress, by an ex-
pansion of the ordinary works.
Section 38 merely emphasized this
fact and did not contemplate
that gratuitous relief might be
given before relief works (either

ordinary works) were opened. As
a matter of fact in working the
Code in the Ganjam famine of
1889 and in the famine of 1891-92
it was distinctly recognized that
the gratuitous relief stage came
long after the opening of the relief
works and this relief was authorized
only after the distress became
very pronounced. The Famine
Committee mentions that children's
kitchens were opened in connexion
with relief works in the famine
of 1891-92, but in the two districts
referred to in paras 60 and 61
of the report of this famine they ~~do~~
^{not appear to have been}
~~opened simultaneously~~
with relief works ~~but~~ ^{but} ~~appear~~
generally to have been ~~not~~
instituted as part of the system
of gratuitous relief to all in-
capable of work; ~~It is moreover~~
~~regrettable that the~~
~~feeding children in~~
kitchens is something ^{very} ~~not~~
different ^{from} giving an additional
wage to the workers on account
of children and other non-work
dependants.

p. 7. Para 8 of the R.P. In this para
 of the Famine Comm. expresses the opinion
 that test marks are not always strictly
 necessary, and that the ^{application of the} rule in
 a section ^{two} of the Famine Code as to
 scarcity rates, with such ~~application~~
 modifications ^{as experience}
 may ^{indicate} ~~be necessary~~ may
 be followed in most cases. But the de-
 termination of the scarcity rates
 involves the determination of the
 normal prices and of the percentage
 of rise over the normal ^{which is}
 indicative of ~~the existence~~ of severe
 distress, and neither of these factors
 can be determined with accuracy.
 Severe distress was felt in Coimbatore in 1889
 long before scarcity rates were
~~reported~~ ^{referred} while in Malabar and
 S. Canara in the present year there
 was ~~no~~ ^{no} distress calling
 for Govt interference though
 prices were above ^{the prescribed} scarcity rates.
 The F.C.'s proposal therefore
 practically amounts to this that
 Govt should be guided by the
 opinions of local officers. But
 local officers even with the
 best intentions often make

The observation of rates
 is therefore not an infallible
~~indicator of the reality~~
 guide; and H.E. conf.

~~severe famine
 series of mistakes as to the extent
 and the extent of distress and
 are often a wide variance with
 the controlling and safe mining office
 It would therefore seem to be neces-
 sary that in addition to the opinion
 of local officers the Govt should
 have some automatic method
 of gauging the existence of distress
 the Govt is therefore of opinion
 that test marks ^{must} ~~should~~ ^{ordinarily}
 furnish the original proof of the
 reality of the state of famine,
 with the discretion now allowed
 by the F.C. to collect and in de-
 termining the ^{right} ~~reality~~
 of the state of famine with the
 balance sheet of the F.C.
 is ~~to be~~ ^{to be} ~~that there is~~ ^{to be} ~~failure~~
 the question discussed in this
 has however been
 referred to the
 Famine Conference in view
 of the position being defined
 more clearly~~

P.S.
 1-1-98

J.P. 10/1/8

C.No: 9960 of 97

For Orders:-

The Famine Commission

submits the remarks called for in G.O.No

825 dated 29-9-97 as to the

gratuitous relief of the dependants of

workers on test works. The arguments used

in this G.O. fall under two heads:- (1) that

relief is not contemplated by the Code

(2) that it is inexpedient and undesirable;

the Famine Comm. replies para 4.

para to these arguments in the G.O.

Now that we have called for suggestions

for modifying the code, it is perhaps

not very necessary to examine his replies

to the arguments under (1), and the only question

that need be considered at this time is

whether this relief is expedient or desirable.

It is however but fair to place on record that the reply

of the Famine Comm. does not materially

affect either of the above positions.

2. Para 2 of the D.P. and para 2 of the Order.

The Govt. stated that it had

expressed its views definitely in G.O's.

57, d/28-1-97 and 595, d/2-2-97, and that

its reason for not challenging contrary

views expressed in Board's Progs. issued

since was that these proceedings related

to tracts the circumstances of which were

exceptional. The Famine Comm. loses sight

of the word since and refers to Board's

Progs. issued previously which did not

relate to such tracts. The para alluded

to in this para is thus due to a mis-

apprehension on his part & is pointless

and of no force.

As regards the question whether there should be Test Works, & if so whether the dependants of the workers on these should be relieved, & in what way relief should be given, I think we had better suspend our judgment till the conference have been held, & the whole experience gained during the recent famine is before us; but as regards the intention of the Code, existing orders, I have no doubt that the Famine Comm. is mistaken, & I think he should be told so. Moreover, he wrongly accuses Govt of committing patent errors, & this should be pointed out.

Part I of the Code, it states what is to be done "previous to famine". Relief works are to be instituted under Part II of the Code "during famine", or after the existence of famine has been ascertained. The Famine Comm. is mistaken in his view that Part I of the Code is to be applied to the famine.

full force. so that

¹¹⁸
Litchens (section lost - marriage and to
two full force. So that —

in $\frac{302}{4.574} \approx 66$

As I understand the matter, ^{question} ~~question~~ relief seems to be simply one of several means of relieving famine; relief work is simply another one of such means. I cannot see that the two have necessarily anything to do with each other. But, as both of them are intended to relieve famine,^c they would ordinarily be put in motion after famine has been officially proved to exist by the +

Districts	1891-92 Date of opening Relief works.	Commencement of gratuitous relief.
N. Arcot	Feb. 1891	March 1891
Chingleput	Feb. 1891	May 1891
Poimbatore	March 1891	Sept. 1891
Trimmally	March 1891	Not given
Cuddalore	May 1891	Aug. 1891
Nellore	July 1891	May 1892
Salem	Oct. 1891	Oct. 1891
Kurnool	Nov. 1891	Dec. 1891
Bellary	Dec. 1891	March 1892
Anantapur	Dec. 1891	Dec. 1891

+ use of the test - work test laid down in para. 17.
 But, even in para. 17, a certain amount of
 discretion is left in the collector's
 hands, done generally to determine
 whether the fungus exists or does not exist,
 i.e. to dispense with the test - work test, if

different to giving an additional wage
to workers on account of children and
other ~~non-working~~ dependants.

Next as to the expediency of giving such relief: It has been asserted, ~~and~~ that the united earnings of a family together with the doles granted to non-working members are large and that money is frequently saved by families working under these conditions.

and the experience of the past famine shows that when relief works are fully organized in accordance with the principles laid down in the code the labourers sit down firmly on the works and do not easily return to their ordinary avocation when the necessity for State relief has ceased. The policy of the code is to delay the opening of relief works till their necessity is demonstrated; test works, as their name implies, are intended to test this necessity and the existence of distress; and the object should be to make these works as *deterrent* as possible. There is nothing which goes ~~far~~ further to defeat this object than the grant of relief to dependants, which is practically offering labourers in what is generally the slack season of the year as much as their average earnings.

7 The Famine Commr. says in reply that
"the labourer's wage is calculated on the
assumption that it is for himself and
himself alone," that "to offer employment
at come wages without affording relief"

into full force. Is that —

consequently there is a risk of the offer not being accepted and the inference being drawn that relief is unnecessary". He also says that the safest method of preventing test works from being too attractive is to fix a fairly stiff task and to enforce it. The task on regular relief works should not be less than what the labourers can do in a day and if by "a fairly stiff task" the Famine Comm. means that it should be something more than this regular task his proposal to enforce the stiff task by fining is tantamount to offering less than the code wages; this is a harsh method likely to give rise to loud complaints and the object by perhaps be better attained by withholding the grant of relief to dependants who can subsequently be brought on the lists when the existence of distress is established. Further the Famine Comm.'s proposal involves the lowering of tasks when test works are converted into relief works;

8 Para 8 of the B.P.
In this the Famine Comm. expresses the opinion that test works are not always strictly necessary and that the rule in section two of the Famine Code with such modifications therein as experience may suggest to be necessary may be followed in most cases. The determination of the scarcity rates involves the determination of normal prices and of the percentage of rise over these which indicates the existence of severe distress, and neither of these factors can be determined with

But fining is to be put down to the minute wage. Cases of "malingering" are outside the considerations involved.
S.H.

The question dealt with by Mr. Le Fanu in this para. seems to be not beyond the reference & irrelevant to the question raised by the V.D.
S.H.

Para 3 of Mr. Horsfall's report on p. 19 of Comm. 1026 18.12.80. F.G.T.

7
in the present year there was never any distress calling for Govt. interference though prices were above scarcity rates. The Famine Comm.'s proposal therefore practically amounts to this, viz. that the Govt. should be guided by the experience of local officers. But local officers even with the best of their intentions often make serious mistakes as to the existence and extent of distress and are often at wide variance with the controlling and supervising officers; e.g. the difference between Mr. Horsfall and Mr. Garstin in 1889 (Ganjan); ~~Mr. Farnham and Mr. Glogston in 1892 (K. & M.)~~ and the present year Mr. Tate and Mr. Le Fanu (Guadapah); Mr. Glogston and Mr. Le Fanu. It is submitted that there should be an automatic method quite independent of the opinions of individual officers and that therefore test works should continue to form the guide in such matters.

Para 9 of the B.P.

9 In this para the Famine Comm. says that the most important factor in a genuine test work is the personal equation of the officer in charge, but leaves the question where it was before. What it states merely shows that much play should not be allowed to the idiosyncracies of individual officers. If by sympathy for people the Famine Comm. means that the officer in charge should make the works portable to relief workers he is enunciating a dangerous principle. The policy of the Famine Code is no doubt a humane one, but it is humane ^(only) in the sense that

into full force. So that

consider

1872.

121
17-12-97

147.

with regard to Mr. Le Dams

8/8
17/04/17

* Hunt Mrs. Leez being away.

825- 9 29 Sep 87(2) which
is drafted acc to H.E.s notes

The Hon Mr Gove
 premises that judgment
 as to whether there should
 be test work & if so whether
 dependants should be relieved
 & in what manner
 should be suspended till

H.E. agrees that
gradations relief & relief
work should be instituted
only after relief is found
to exist but considers

Relief works and gratuitous relief are two ~~forms~~^{means} of relieving distress. Gratuitous relief falls under two heads (1) village relief (2) relief of the dependants of workers.

The question now under consideration is whether Village relief has no necessary connexion with relief-marks, but the relief of dependants (which is the point now under discussion) goes hand in hand with relief marks. This does not appear to have been originally intended by Section 60 of our Code, but it will be remembered that in June last the Govt. I while declining to accept our proposals about raising wages stated that ~~if~~ the present wages were intended only for the labourer, that separate provision ^{was} ~~was~~ made in the Code for the relief of dependants, and that the inference of this Presy. that the wages were insufficient might be due to the above provisions not being brought into full force. So that—

Farm Asst

I understand this matter as follows. The question at issue is whether ~~gratuitous relief should be given under~~ existing rules & orders provide for the giving of gratuitous relief to dependants at test works or whether such provision should be made.

The Hon Mr Goss premises that judgment as to whether there should be test works & if so whether dependants should be relieved & in what manner should be suspended till after the conference. The notes however that it is clear that the present rules & orders do not intend that dependants should directly receive any relief at test works.

H.E. agrees that gratuitous relief & relief works should be instituted only after relief is found to exist but considers

Note for the under Secretary

These papers reached my house only last night. I have not had time to send some office for me but I better referred to in the note prefixed to the draft.

2. Of the two questions referred to in the U.S.'s note, the second has already been referred to the conference. As regards the first it does not leave the question open but maintains that the present discretion to collectors should be continued, but proposes a reference to the conference only in view of the present position being more clearly defined. This statement of the present ~~fact~~ position as regards the connexion between relief works & gratuitous relief is not quite correct; this has pointed out in the note prefixed.

RS
1-1-98

Sec 60 = "Subject to the rules & conditions - - - gratuitous relief will be distributed in villages & - - - it may also be granted on works to relief workers' children who are too young to work" ~~confidential~~

Vide portion marked at pages 2 & 3 of the G.O. letter 2266 of 14-6-97 flagged V

Note with reference to H.E.'s remarks on C. No 9960

Relief works and gratuitous relief are two ~~forms~~ ^{means} of relieving distress. Gratuitous relief falls under two heads (1) village relief (2) relief of the dependants of workers. The question now under consideration ~~is~~ Village relief has no necessary connexion with relief works, but the relief of dependants (which is the point now under discussion) goes hand in hand with relief works. This does not appear to have been originally intended by Section 60 of our Code, but it will be remembered that in June last the G.O. while declining to accept our proposals about raising wages stated that ~~if~~ the present wages were intended only for the labourer that separate provision ~~was~~ made in the Code for the relief of dependants, and that the inference of this Presy that the wages were insufficient might be due to the above provisions not being brought into full force. So that -

is now a recognized principle
at the opening of relief works
includes the grant of gratuitous
relief to dependants. The question
now under consideration is whether
this is also the case with test
works.

28
1-11-98

H.M.

I am not sure whether that
means orders to be issued
now on the points noticed
in the draft below, or whether
he w^d prefer awaiting the
report of the Fam. conference.

The two q^{ns} (1) whether "test
works" sh^d be opened in all cases
as a preliminary & (2) whether
gratuitous relief to dependants
sh^d be given at test works
have both been referred to
the conference - the former
by the H^{is} do. during the
holidays.

These are the two main
points, but the draft refers
also to other misapprehensions
of the F-^o.

10/11/98

R.C. 13/11/98

When I noted, the
Famine conferences were
still in the future. Now
that they have been held,
I do not think we sh^d
give any thing by way of
orders before we get their
reports.

H

13/11/98

To lie over pending
receipt of the report on the
famine conferences

RS
17-1-98

DT 21-10-98

R.H.
11-10-98

Read B.P. 693 (C.N^o 9960)
1-11-97

G.O. mis No. 1131. d/21-10-98

Recorded with reference
to paras. 27 and 50 of
G.O. 590 dy 11-10-98.

RS
1-10-98

13/10/98

To Board (set to) AW. 26-10-98