

Revenue (1898) Department.

PRESS SERIES.

G.O., No. 72

Dated 7th February

[Despatch Abstract.]

Passing orders on P.O.P. subm^d to
Govt: letter from the Com^r of Nellore
req^d allotments for certain relief works
and sanction to continue them on the
dark-work system.

BACK PAPERS.

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

INDEPENDENT PAPERS.

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

Revenue (1898) Department.

CURRENT No. 288

From

The Board of Revenue
Revenue Settlement
Land Records and
Agriculture
Madras

No. 132. *Mes.*

Dated 11th January 1898.

Received 14

Registered 14

Enclosures

Spare copies

SUBJECT.

Submitting to Government
for sanction Kellore Collec-
tor letter requesting allotments
for test works started, and
requesting the collector to
reconsider his opinion regard-
ing the unsuitability of the
Gang piece works system.

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS

G.O.	No.	Department.	Date.



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

Dated 11th January 1898.
No. 132 Misc.

READ

the following letter from the collector
of Kellore Ref No. 74 ^{Ver}, dated 6th January
1898:-

at page 10 of C.O. 2
4-1-98

In this office letter No. 952 ^{Ver} G.B.
dated 14th December 1897, I reported
to the Board that I sanctioned
the following allotments for works
started as test relief works. I have
since sanctioned the amounts shown
in column 3 to which I request the
Board's sanction.

	original sanction	Subsequent sanction
1. Udayagiri prickly-pear work	Rs 200	850
2. Kitchen at — Do —	200	—
3. Metal breaking at Panur	200	500
4. Kitchen at — Do —	200	—
5. Metal breaking at Aravada	200	1000
6. Kitchen at — Do —	200	100
7. Metal breaking at Pedarikalla	200	—
8. Kitchen at — Do —	200	—
9. Sandanavanam tank	200	—

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

1. Udayagiri prickly pear work — Rs. 950

2. Metal breaking on Duttalur-Pamar road vide no. 2 under roads in Udayagiri of list enclosed in this office

No. 2680 dated 22nd December 1897

It seems to be some mistake here. This probably refers to the Pamar road on the Duttalur side. The Duttalur side.

Rs. 5,000

3. — Do — at Naravada — vide — Rs. 5,000

4. Metal breaking at Bedarikatta on Hanigiri-Podili road — vide no. 2 under Podili in the list enclosed in — Do — Do — Rs. 3,000

5. Kandanaavanam Tank — vide no. 1 of Hanigiri in the same list — Rs. 4,700

6. Udayagiri-Seetharampuram road at Kallatur — vide no. 3 under Local Trunk Roads in Udayagiri in the same list — Rs. 4,000

7. Do — do — at Seetharampuram — vide — do — do — Rs. 4,000

I have not as yet moved the Test work from Udayagiri, but propose doing so almost immediately. A site has been selected near Kallatur for the work and kitchen and the allotment

allotment of Rs. 4,000 applied for work no. 6 above refers to this. In the meantime the Test work at Udayagiri is being continued and I expect that a total sum of Rs. 2,000 will be spent on it. Hence the additional application for allotment of Rs. 950.

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

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

Udayagiri — 100
Kallatur — 400
Naravada — 400
Beddikatta — 300
Kandanaavanam — 100
Kallatur — 400
Sitarampuram — 300

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

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

Resolution

Submitted to Government for sanction

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

(True Copy and Extract)

R. V. Srinivasan
for Famine Secretary.

The Secretary to Government, Revenue Department.
The Collector of Nellore.

Revenue (1898) Department.

C. O.

Recorded with reference

to C. O.

2. The preponderance of women and children ^{seems to show} ~~shows~~ that the distress in the district is not severe

CURRENT No. 636

RS
29-1-98

for Orders.

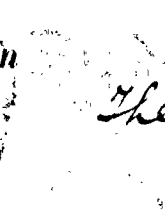
The previous papers are in circulation. The preponderance of women and children shows that distress is yet light

RS
26-1-98

Am
27/1/98

This had been remarked. With reference to the Commr's idea that Udayagiri & Kanigiri have passed the stage at which the introduction of other work would be required, he had been referred to the order in that regard. Subject to I discussed the subject of it yesterday.

27/1/98



The Board of Revenue
Revenue Settlement
Land Records and
Agriculture
Madras
No. 461. Miscellaneous

Dated 21st January 1898

Received 24/1

Registered 25/1

Enclosures

Spare copies.

SUBJECT.

Submitting to Government, with remarks, letter from the Collector of Nellore requesting sanction to continue certain relief works on the Task System.

C. 27/1/98.
27/1/98
28-1-98

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.



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

Dated 21st January 1898.
No. 461 Mis

READ... the following letter from the collector of Kellore Ref No. 11 G.B dated 11th January 1898:-

With reference to Board's Proceedings No. 52 Mis. dated 6th January 1898, communicating G.O. No. 2 Press, dated 4th January 1898, and the Board's Telegram dated 6th January 1898, I have the honour to state that I consider, as already reported in my letter Ref. No. 74th dated 6th January 1898, the taluks of Udayagiri and Kanigiri have passed the stage at which the Intermediate System can be successfully worked. In accordance, however, with the order of Government, I have issued instructions that the works at Kellore

Ellatur and Litarampuram in the Udayagiri Taluk and Sandana manam in the Kanigiri taluk should be conducted on that system. but I request that the sanction of Government may be obtained for the continuance of the other works at Naravada, Narumarella and Pedarikatla under the Task-system. The following table shows the numbers on these works on the dates given opposite to their names.

Village	Nature of work	Date	Number of labourers				Number of Kitchens
			Men	women	children	Total	
Naravada Udayagiri Taluk	Metel breaking on Duttalur Pannur road	8-1-98	251	360	277	888	89
Narumarella Kanigiri Taluk	Do. on Kanigiri - Pannur road	31-12-97 6-1-98	182 144	205 226	193 245	580 615	30
Pedarikatla Pottli Division	Do. on Kanigiri - Pottli road	6-1-98	380	695	364	1439	7

A large number of the men and women represent inefficient labour and the considerable attendance at the Kitchens, which only great want brings into

into use, testifies to a state of distress which cannot be satisfactorily dealt with by works under the Intermediate System. Kitchens have already been constructed at these places and are in working order and it will be a pity to close them now.

Resolution

Submitted to Government.

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

(True Copy and Extract.)

Dorling 24/1

Famine Secretary

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

Handwritten notes on the left page, mostly illegible due to fading and bleed-through.

Handwritten notes in the middle section of the left page.

Handwritten notes at the bottom of the left page.

Code
Class.

INDIAN TELEGRAPHS. Monthly Number.

To (Office)				From (Office)	
Words.	Day.	Hour.	Minute.	Official Instructions.	
	15	11	15		

To (Person)				From (Person)	
Order					

64 Word Form.

Handwritten message text in the 64-word form area.

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

For Order:-

With the Progs.read

above the Board of Revenue submits to Govt. an application from Mr. Scott, Collr. of Nellore, for allotments for test works and attached kitchens already opened or proposed to be opened; Mr. Scott also reports that the intermediate system is hardly suitable for ~~some~~ of the works proposed and that the distress ^{in udavagiri} ~~in udavagiri~~ and Kanigiri has already reached the stage where ~~task~~ work is necessary.

2. Test works are now in progress in

Nellore at the following places:-

Udavagiri taluk.(1) Prickly pear removal at Udava-giri.

(2) Metal-breaking on the Duttalur-

Pannur road at Harravada, Kanigiri taluk.Kanigiri Taluk

(3) Metal-breaking on the Kanigiri-

Pannur road at Pannur.(4) Repairs to the tank at Wandana-vanam.

1/1/98

that unless we take very
by and distinct steps, we shall be
single of repeating in this new famine
of the mistakes into which we fell
that of last year. The Colr. seems to
are far ahead too fast. The Colr. does
opened the opening of kitchens, both
of dependants in connection with
works; on the contrary, it is essentially
notion is it. But I think it would be better
that they should not be opened. The idea
of test works is that they should impose
conditions even more stringent than
those of regular relief works; and this is
not unreasonable, for test works are started
while the learning stages still have some
visions of them as they are relief works being
substituted when they willing to work
under the most stringent & up to the conditions
shows that they have nothing to throw them
and starvation but the relief given to them
by the State. I think the opening of
kitchens in connection with test works should
not be allowed, nor should any gratuitous
relief to others than the dependants of
relief workers be allowed at present, or
at any time without the prior permission
of Govt.

A point which has
not been touched on in this note is the
necessity of the revision of the L. H. & S.
Budget. That for 1898-99 must have
come in & should at once be taken up in
the L. & S. Dept. all avoidable expendi-
ture being struck out from both the L. & S.
B. & S. and provision being made as far
as possible for the works already started by
the Colr. Or perhaps it may be more
convenient simply to provide a large
balance from which transfers
may be made to meet
allotments made by

C. 17/1/98

R. 16/1/98

R. 17/1/98

R. 17/1/98

(4) Metal-breaking on the Kanigiri-Podili road at Peddankatla.

stated in a letter dated 17th Decr. '97

miles north of Udayagiri should the number

going to move the test work almost imme-

rampuram road. He also proposes to start

he considers that the work at Nellatur will

puram and the neighbouring villages. Mean-

continued and it is expected that in all

the expenditure in connexion with the kit.

required for the work at Nellatur and ano-

The allotments required for the works num-

Rs. 5000, Rs. 5000, Rs. 4700 and Rs. 3000 ^{respe} ~~respe~~

²⁷⁷⁰⁰
Avery. Total Rs. ~~47700~~. Kitchens have been

Another point of great importance is that a step should at once be put to the Clerk's action in starting a number of isolated comparisons.

4 of 9.10 2

A
small works. He should be
to select large works and to be
at once for hunting the villages
on them - a decision would
turn out to all respects to
that the people would be
villages. He to work at a
from their homes. They should be
to do so by the non-provisioning
works near their homes. Getting
not accept work at a reasonable
distance from their villages (in the same
Taluk, the Hon. Mr. Fox says, which
seems reasonable), they should be
left to their own resources.

As far as I can make out
the distressed ones comprising the
Sub Div. & the 4th & 5th Col^{rs} Div^{ns} & for
the Sub Col^{rs} requires assistance, a Sub Col^{rs}
should at once be sent him for the purpose.
As to the 5th Col^{rs}, unless it is known
that he is thoroughly efficient, physi-
cally as well as mentally, he should
at once be removed to some unaffected
district & a Euro^{pean} officer of the grade
Sub Col^{rs} or 6th Ass^{ts} Col^{rs} should be
sent to take his place. This will cost
nothing, but will greatly add to the effici-
ency of the Adminⁿ. I notice that in
other provinces they make a rule of con-
centrating their Euro^{pean} agency in famine
districts and I think we should do the
same. I do not know of any reason for
our being more able to dispense with
Euro^{pean} agency in such cases than in
any other case in the province. Apr 21/11

He also asks for R. 2000
for Rutchens

① That the Cdr. has already asked that one of his D^y Cdr's should be transferred, on the ground of his not being equal to the emergency. It may be the 1st D^y D^y Cdr. - which should be looked up.

28/1/58

opened or are to be opened in connection with

(with all the works and the Collr. has sanc

tioned small allotments for the works and

the kitchens ~~but~~^{though} he has as yet had no

grants to allot from.

3. The following points require notice,

(a) The Collr.allotting funds and spend-

ing money without any grants.

(b) The gratuitous relief of dependants.

(c) The suitability of the intermediate system of works.

4. ~~With~~ With regard to (a) above.

Under the Govt. of India letter embossed in G.O.No. 12 d/ the budget sys-

tem ^{that is} ~~which requires~~ that all expenditure

should be previously estimated and should ^{for}

be limited to the sanctioned grant is to

be strictly enforced in connexion with

famine expenditure, Expenditure has in

the present instances/ been incurred with-

out a grant, and ~~we have now to consider~~ *The question now is*

whether this could have been avoided. The

tracts which were the first to cause anti-

ety were the taluks of Udayagiri and Kani-

gini; prickly pear removal work was start.

ed at Udayagiri at the expense of the

Local Funds on the 22nd Novr. and a minor

irrigation work at Nandipudi but the coolies

struck work after the three days and the

work did not attract labour till the 1st

Decr. A minor irrigation work was also

started in the same taluk at Nandipudi but

it did not at all attract any labour. On

the 1st Decr. the coolies returned to the

Udayagiri work and began daily to increase

in numbers, and on the 11th Decr. the Collr.

reported to the Board that the time had

arrived for starting test works in the

taluk and applied for an allotment of

Rs. 1250 for the purpose. On the 13th Decr.

he reported that works will also be required

in the Kanigiri taluk and the Podili Divi-

sion and applied for an additional allot-

ment of Rs. 4000. On the 15th idem he in

person started a test work at Udayagiri,

i.e. converted the existing Local Fund

work into a test work and allotted a small

sum for the purpose in anticipation of

sanction to the allotment applied for by

him on the 11th, and also allotted similar

sums for test works at Narravada, Pappur,

Peddarikatla and Nandanavanam. He has also

Page 120 of 121
in the 11th Decr. & collected
letters by 11th Decr. &
G.O. 2/4-1-98

This is
certainly
what he
meant

Has the "Fam. Corb" man
sure that the test works
really worked under the
test conditions?

The works were
reported in the Collr. letter
of 17th Decr. 2/4-1-98

Yes: but that was the
preliminary work only
only & not the other works.
That he reported as merely
a quasi test work, & perhaps
to imitate real "test-works"

S.P. 20/1/98

Letter of 17-12-97
G.O. 2/4-1-98 is not in the
file of the works
concerning MS

But how has the test been
applied?

But there are local fund
ordinary public works
available to be used as
test works under stringent
test conditions. Quite so. He
ought to have done
this before starting works at
all. MS

An estimate means a
probable requirement: of
course sometimes a M^r. will
underestimate the probability: but
as a rule where an underestimate
has been submitted he should be able to

since submitted a detailed estimate of

the expenditure likely to be incurred on

famine relief in the district during the

next six months (vide his letter d/22nd

Decr. in G.O. No 20 d/11-1-98).

5. Considering that theoretically he is

yet testing the ~~evidence~~ ^{existence} and extent of

distress he has not been wanting in prompt-

ness. He applied for allotments as soon

as the necessity for opening test works

became apparent. No doubt he started the

works before the allotments were sanctioned

but if he put off starting them till sanc-

tion was received, he will have had, as

will be ~~explained~~ ^{seen} below, to wait pretty

long. The budget system no doubt looks

well on paper but it is unworkable in the

early stages when the necessity for open-

ing works comes on unexpectedly. Experience

has ~~also shown~~ in 1897 has also shown that

it is not easily workable even in later ^{the}

stages unless a cardinal budget principle

is violated by estimating for more than

probable requirements so as to have a mar-

gin to fall back upon in case of ^{the emergency} ~~necessity~~

~~The above is so far as the Collr. is con-~~

The detailed estimates have ~~since~~ been sent but it is not known in this Deptt. whether the Govt. of India has sanctioned the consolidated grant. It now appears that the cost of the past famine in 1897-98 to amount only ~~to~~ about 94 lakhs so that, supposing the above reply of the Govt. of India to mean ~~to~~ that necessary expenditure up to a limit of 100 lakhs can be incurred, we can now sanction the sums re-

revising his estimate before
his ^{entire} allotment has
actually been spent

Yr. Measures of India must
be carried out

No. 952 of 17.11.82 Fin

G

in No. 987 d/26. 11. 87 Fin.

H

connections with that works for
defendants, but we cannot blame
the court for deciding the doubt
as he did (especially as this is
in accordance with the opinion

of the F.C. The Comr and assrs,
however, have advised prohibitively
persons other than defendants
till the next stage A was passed &
Famine declared. As the Financial
Dept is asking Rs 50,000 as account
of Rs 10000 in the revised esti-
mate, we can mention the
allowment now applied for. I
cannot quite make out what
it is, but it is apparently Rs
27,700 or Rs 29,700.

Thank the boys

21, 6, 51,

I have ascertained that
Fin. Dept. is issuing orders
which will include the Rs 5000
in the revised estimate
of this year. So that it is open
to us to sanction
the money reqd.

taken as authorizing expenditure ^{by} in
 and that a fresh application ^{has been} ~~has been~~ con-
 made to India. All this was pr Hisr
 in connexion with the Collecto and, i
 tions for grants disposed of int the
 d/4-1-98, and it was decided by i th
 Member that the best course was to sa
 tion the expenditures ~~to~~ report th
 facts to India. The Finl. Deptt. was ac-
 cordingly requested in the above to ma
 a provision of ~~for~~ Rs. 50000 for Well
 in the ^{revised} ~~renewed~~ estimate of 100 lakhs an
 the notes were transferred in original t
 that Deptt. in view to the necessary repor
 being made to ^{India} ~~that Deptt.~~ It is understood
 that the papers are in circulation in
 that Deptt. Meanwhile expenditure is being
 incurred in Nellore without any formal
 grant.

7. The next point is the gratuitous relief of dependants.

6. As under G.O. 2, d/4-1-97; the Hon. ^{re} remarked that the intermediate ^{claim} ments ap ^{ould} be tried which would render been sai

out of f of dependants unnecessary. The ^{G.O.} ~~thereupon~~ thereupon directed to funds ~~the~~ the Collr. accordingly by wire.

the Collr. now replies that the system is unsuitable for ~~some~~ of the works proposed ^{and Hanjini} and that the distress in Udayagiri has

reached the stage when task work is necessary and the Board asks him to reconsider the decision. Meanwhile the relief of

dependants is going on ^{though} ~~but~~ it is confined to the distribution of cooked food at kitchens. Attention is drawn to the fact that

~~According to the weekly season reports~~ ^{according to the weekly season reports} ~~soother than dependants~~ are also fed at the ~~whokitchens.~~ ^{whokitchens.}

the 8. The intermediate system.
that This will be found described in G.O. No.
among 30, d/3-6-97 and the papers printed in

A

D

The 3rd June 1957. The Government of India, Ministry of Food and Civil Supplies, New Delhi.
To the Collector, Udayagiri.
Subject: Intermediate System.
Reference: G.O. No. 30, d/3-6-97.

event of the demand ^{by} ~~considered the system~~ ^{was altogether} unworkable

R. drafted a B.P. in which he condemned ^{it wholly} ~~the system altogether~~ and ^{it is the} ~~which he said~~ proof to the ^{Private} ~~Revenue Secy.~~ Secy. for Disaster ^{Emergency} ~~lency's~~ perusal. As the proof and ~~showed~~ enclosing it showed that the Famine Commr. had misunderstood the ^{in material respects} ~~tem~~ ^{and the G.O. in material points,} Private Secy. drew his attention to the ^(in which he had misunderstood the G.O. points) and informed him that the G.O.

the 3rd June was permissive not mandatory and that it was not ^{the intention of Govt} ~~intended~~ to force to adopt the system. Nothing more has been heard from the Famine Commr. on the

subject, but it is understood that the B.P. originally drafted was not issued and ^{to call} ~~copy of~~ the G.O. ^{has been forwarded} ~~was subsequently communicated~~

different times to several Collectors with ^{a general instruction to adopt} ~~the system.~~

9. It is thus clear that Mr. Le Fanu does not think much of the system and the Govt. considers reports it unsuitable. ^{The permanent} ~~But the Govt.~~ ^{secretary in the States was also of the}

It is not clear that he still thinks it the mistake he did before he received Mr. Sin's letter.
[Signature]

g features in the Madras Administration

Govt. has now directed the trial of the

... and if ~~the system~~ is to be in-

... in spite of the Collector's opi-

as to its unsuitability

it is necessary that it should be

early explained so as to avoid misap-

rehension and failure.

2. As its name implies the system is in-

(piece work)

intermediate between the ~~piece work~~ contract

system of ordinary works and the task work

system of Code works, and was originally

intended ~~for adoption~~ in the early stages of distress;

~~on the score of its economy.~~

~~on the ground (1) that when "distress~~

As explained by the Govt. I, "when distress

though present is not so acute as to drive

to in the works a large proportion of ineffi-

cient labour or of persons unaccustomed to

work, payment by results is more economical

than task-work," inasmuch as "an able

boiled labourer who can earn enough to

enable those of his family who do not work

to live at home, he will support himself

and them more cheaply than Govt. can do."

The Comm. say that works
such as those at Kallakur
& Charampuram are hardly
suitable for execution under
the Intermediate System. Why?
They are road works & if the
Intermediate System is good
for any work in the Agency
& Kallakur taluk, it is
good for the work now in
progress. The Comm. seem to
think that directly the Govt.
has passed it is intended
that the work should be
done under direct. He said he had
but felt consider that the
Intermediate System may be
done in some between the Govt.
& the task work. Page 22.

... at p/p 22 of the ...

I don't see why the
system should be worked at
all stages of famine

... at p/p 22 of the ...

D

where. The scheme as originally framed
the N.W. Provinces required the interpo-
tion of petty contractors or middle
between Govt. and the actual labourer
but these showed a tendency to employ
the more able-bodied labourers to the
exclusion of the weakly who stood most
in need of relief, and constant super-
vision involving expense was required
to counteract this tendency. It was there-
fore found that the original scheme,
though suitable for less considerable
works where distress was not general,
was not adapted for large undertakings de-
signed to afford relief to considerable
numbers of unskilled labourers and the
N.W.P. Govt. had subsequently adopted a modi-
fied form of it
adaptation of the system in which the
State dealt directly with the labourer
i.e. the work was laid out, supervised and
measured by Govt. officials, and tools
where necessary, were supplied by Govt.
modifications. These modifications are

g f bear in mind that these works
opened on the supposition that under
system of payment by results an
e-bodied labourer can earn enough to
maintain himself and the non-working mem-
bers of his family and that such works
are therefore more economical than relief
works. As soon therefore as it is apparent
that there is a demand by inefficient labour
for employment on the terms offered at
these intermediate works one or more
works on the task work system should be
opened and if such demand be found to
be considerable the intermediate works
should be replaced by regular relief works
or the labourers drafted to the nearest
such works.

10. Copy of G.O.No.430,d/3-6-97, was sent
to the Govt.of India for information and
in acknowledging it, ^{that Govt} suggested for con-
sideration with reference to the instruc-
tion last quoted above that even in the

event of the demand for employment
efficient labour being found to be con-
siderable, it may not on that account
be necessary to replace the intermediate
works by regular relief works unless
both classes of works cannot be conve-
niently worked at the same time, and
remarked that if the piece-work system
affording employment to efficient
although distressed labourers on satis-
factory and economical terms, it ~~may~~ ^{might} be
possible to retain piece work for them
unless it ~~is~~ ^{be} found that, without their
assistance no employment of any kind can
be given to inefficient labourers.

It must be mentioned here that prior
to this, the Govt. of India had forwarded
to us for information certain further
correspondence on the working of the
intermediate system ^{in the N.W.P.} it appeared from
this correspondence that further experi-
ence in the N.W.P.had necessitated further
modifications. These modifications are
described in the Office Note (extracted
below) subjoined to G.O.662,d/2-8-97.

The following deviations from the scheme as originally laid down have been found necessary: —

(1) the distribution of cooked food to young children, and the addition of 3 pies to supplement the diet of nursing mothers.

(2) the formation of weakly persons into separate groups in exceptional cases.

2. The above modifications appear to render a larger staff necessary than on code works, but the system is notwithstanding more economical. It has also been found that the system is more deterrent, that it is not suited to localities where distress is very severe, that in such localities it has to be supplemented by code works on subsistence wages to make relief efficient."

The second sentence is affixed
to the 1st 1.3.0
3-10-17 D

15

12
1. It will be seen from the above that the essence of the scheme is piece work at rates which are less than ordinary rates but still sufficient to leave a margin for the support of dependants. Even at rates higher than the ¹⁰/₁₀₀ dinar rates, intermediate works are more economical than code works, and the Govt. of India is anxious that they should be adopted even in advanced stages of distress ^(by limited gratuitous relief dependants and) supplemented by separate provision for inefficient labour. Contractors may be employed in the case of small works but should be dispensed with when distress becomes severe; and should not be employed on large undertakings. The objections to the system may now be considered.

(a) Distress in ^{Nellore} ~~Madras~~ cannot now be very severe and the objection of Mr. Scott that the intermediate system stage has been passed is apparently the same as the Famine Commr's. old objection, probably based on the assumption that the system is ^{unsuitable except for} ~~intended to meet~~ the early stages of distress. The N.W. Provinces

experience shows that the system is economical even in advanced stages.

(b) The Collr. does not state why he considers the system unsuitable for the works proposed by him but a perusal of the B.P. proposed to be issued in ^{June} ~~July~~ last and the D.O's. stitched with it will show on what grounds Mr. Le Panu objected to the system and considered it unsuitable.

(1) Paras 4 & 6 of the proposed B.P.

The Govt. did not contemplate that the intermediate works should consist wholly or even mainly of petty works. All that was stated in para 5 of G.O. No. 430, d/ 3-6-97 was that concentration of works would necessitate the opening of petty village works to supplement them, which must in the ordinary course be entrusted to the agency of village heads or other contractors and that the adoption of the intermediate system ~~is~~ is likely to prove advantageous in such cases.

17
The experience of 1877, no doubt, shows that village ^{works} are a sheer waste of money

but if they have to be opened volens volens ^{nothing is lost} by adding a condition to the contract

that all applicants for ~~work~~ employment shall be admitted and that the workers shall be paid at such and such rates.

Para 5 of the proposed B.P. It was not intended that the second class of intermediate works should consist of scatter-

ed petty works. On the other hand the concluding portion of para 4 of G.O. No. 430 d/ 3.6.97 makes it clear that this class includes undertakings of more than ordinary magnitude.

Sub-para ~~4~~ of para 5 and the portion marked at page 4 of D.O.

The Code wage gives a mere subsistence and there is a great deal of difference between it and the ordinary wage. It is not therefore impossible to arrive at a mean which shall be

deterrent under ordinary circumstances and at the same time leave a margin. It

is not intended that the wage shall vary with the number of dependants, but

Of course not: how Mr. Le Panu could have entertained an idea so absurd as to have a higher rate in 1877.

at the rate should be fixed so as to
give the above mean to the average work-

(c) It has also been objected that there

is no guarantee under the system that the
right men will be employed and that the

village headmen may show favouritism; ^{this}
will no doubt be the case if the rates
were attractive, but they are
the rates which are less than the ordinary
less than the ordinary rates & none
rates will check this tendency.
but those in real need will accept
them.

13. If the Govt is going to insist
on the intermediate system being
tried in Khetare it ~~will~~ would
be well to impress upon the Board
that the system can be advantageously
adopted on all works large and small,
and that the adoption of the system
does not mean the opening of petty
village works. The adjustment of the
rates from time to time with reference
to prices is ~~also~~ a somewhat difficult
affair to which attention should
be drawn prominently.

If on the other hand in deference
to the Collector's opinion the Govt
~~is not going to~~ intends to allow
the present best works to continue
it is necessary to call for informa-
tion as to the tasks set on them.
For the numbers go on increasing
and the reports contain
nothing to show that proper

If ordinary rates are available
of course the able-bodied will
go to them.

I don't think we ~~should~~ insist
on trying the intermediate system
but we should find out in some
detail how it can be carried
out if it is adopted.

The rate must be sufficiently
below ordinary rates as to
be deterrent, & at the same time
high enough to provide at any
rate a subsistence for a family
man.

Yes - it ~~should~~ be sufficient
for a man with an average
family. It ~~should~~ not vary
too far from the

It may well be said about it,
except that the Govt ought
not to have admitted other
more dependent to gratuitous
relief, whilst he was still
yes, but bearing the existence of famine
I think ^{the} dependants
should be ~~relieved~~ ^{relieved} ~~at~~ ^{at} ~~the~~ ^{the} ~~same~~ ^{same} ~~time~~ ^{time} ~~as~~ ^{as} ~~the~~ ^{the} ~~other~~ ^{other} ~~relieved~~ ^{relieved} ~~at~~ ^{at} ~~the~~ ^{the} ~~same~~ ^{same} ~~time~~ ^{time} ~~as~~ ^{as} ~~the~~ ^{the} ~~other~~ ^{other} ~~relieved~~ ^{relieved} ~~at~~ ^{at} ~~the~~ ^{the} ~~same~~ ^{same} ~~time~~ ^{time} ~~as~~ ^{as} ~~the~~ ^{the} ~~other~~ ^{other} ~~relieved~~ ^{relieved} ~~at~~ ^{at} ~~the~~ ^{the} ~~same~~ ^{same} ~~time~~ ^{time} ~~as~~ ^{as} ~~the~~ ^{the} ~~other~~ ^{other} ~~relieved~~ ^{relieved} ~~at~~ ^{at} ~~the~~ ^{the} ~~same~~ ^{same} ~~time~~ ^{time} ~~as~~ ^{as} ~~the~~ ^{the} ~~other~~ ^{other} ~~relieved~~ ^{relieved} ~~at~~ ^{at} ~~the~~ ^{the} ~~same~~ ^{same} ~~time~~ ^{time} ~~as~~ ^{as} ~~the~~ ^{the} ~~other~~ ^{other} ~~relieved~~ ^{relieved} ~~at~~ ^{at} ~~the~~ ^{the} ~~same~~ ^{same} ~~time~~ ^{time} ~~as~~ ^{as} ~~the~~ ^{the} ~~other~~ ^{other} ~~relieved~~ ^{relieved} ~~at~~ ^{at} ~~the~~ ^{the} 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explained much in the
case of Mr. Sin's unofficial
note to Mr. O'Hara.

8/11/98

I wish to suggest to Mr. O'Hara that perhaps
there is a tendency in Mr. O'Hara to repeat
the mistakes made last year, in the case of
Districts, of trying to do too much, of
trying to provide for every one, more, more,
and child, - and thus increasing uncertainty
and expense. Another fault of last
year was the order
- taking of much impracticable work. I
fear, moreover, a possible inclination to
accept too readily the assistance of such
a large number of districts as really warrants relief.
In other words, I have not confidence in the
possibility of the task being done. I should be
glad if Mr. O'Hara would consider whether

FOR ORDERS.

Mr. Scott might be sent for, as
proposed. But the better thing would
be for the Hon. W. O'Hara to go and see for
himself.
If the help caught the order on
this road, it might be brought up
in tomorrow's council. Any way the

Subject should be mentioned then

8/11/98
28/11/98

I would not be a wise personation to
order the Collector of Nellore to come into
Madras and to receive instructions,
explaining of the views and wishes
of Govt. Mr. Scott might be sent with
him his Superintendent and any other
persons he might wish to be present to
help him. A personal discussion
of measures of famine relief with
Mr. Fisher and Mr. de Winter would,
I think, be of great use to the
Collector.

8/11 2.6.1.98

To the Hon. W. O'Hara &
Mr. H. B. Ellis

8/11 27.1.98

Nellore is within 12 hours of Madras,
& Mr. Scott might be sent to
come here for a day after
Mr. O'Hara leaves the district,
but the order above noted and he
issued at a cost. I don't think
any thing can be gained by taking
other officers from Nellore.

1,000-8-4-97

8/11/98
Mr. H. B. Ellis

Subject to order below
8/11/98

G3

I am type the draft
with the modified para
5, placed on a separate
sheet.

Read C. 558 & 536
if possible with this
8/11

Submitted. I have read
C. 558 with this, and
slightly altered the draft
with reference to this and
the information furnished
in the season and fortnightly
reports.

as regards
C. 558
8/11/98
8/11/98

C. No. 280 and C. No. 6
G. O. (Press)

With the ~~proposals~~ ^{proposals} read above
the Board of Rev. submits
for ^{for allotment} ~~an application~~ ^{from} ~~for~~
the Collector of Nellore for
the rest marks now in progress
in the district or proposed to
be opened, and for the rules
attached; the Collector also
~~considers~~ ^{considers} that the intermediate
system of carrying out marks
ordered in G. O. 2/4-1-98 is not
suitable for the marks proposed
and that the distress in the
Taluk of Nandyal and
Kandigiri has already reached
the stage when rest marks
becomes necessary.

Rest marks are now in progress
at the following places:—

- (1) Nandyal. Prickly pear removal
 - (2) Nandyal. Tank repairs
 - (3) Nandyal
 - (4) Paneru
 - (5) Peddankallu
- } Metal-breaking

In regard to (1) above the Collector
stated in a letter of 14th December
last that he intended to remove

the mark to a place five miles to the north of udajagiri if the number on the mark should increase considerably, and he now reports that he is going to remove it almost immediately to Vellatur on the udajagiri Sitarampuram road. He also proposes to start work on this same road at Sitarampuram (distance from Vellatur about ten miles) as he considers that the work at Vellatur is too far off for the residents of Sitarampuram and the neighbouring villages, meanwhile perfectly fear removal at udajagiri is ~~being~~ ^{apparently being} continued, and it is expected that in all Rs 2000 will be spent upon it, exclusive of the expenditure in connexion with the Kilehen attached, the allotments applied for for this mark and the others named above aggregate Rs 27,700 and an additional allotment of Rs 2000 is required for Kilehens.

3. The above proposals for an extension of marks are based

it is presumed that the allotment of Rs 200 is not to be sanctioned unless Mr Le Fourn reports that the relief of gatha women is necessary. Perhaps this may be disposed of separately as indicated on the current

Rs
2-2-98

3/1/0

requiring the intervention of Govt under the Famine Code.

Government of Madras

Enforcement of Famine Code

The phet's programme consists of a number of small isolated works and if he

on the assumption that there is ~~in the district~~ ^{an} undoubted distress in the district, but ~~the~~ ^{the} collector has not yet furnished little information as to the marks enacted from the markers, the Govt is not satisfied that the marks now in progress have proved the existence of ~~the~~ ^{an} distress. The numbers on the marks are no doubt on their increase but this is no proof of distress unless the marks are being carried ~~on~~ ^{out} as they should be, under debarment conditions. The Commissioner of Revenue is now touring the Madras-
proposed to be affected, and he will be requested to submit a detailed report as to the marks enforced, and the wages paid at the various marks and generally as to whether the marks are being carried out under stringent Code conditions so as to enable Govt to decide whether ~~the~~ ^{the} famine conditions really exist ~~and if so what relief is necessary~~ ^{and if so what relief is necessary}. If the collector ~~is~~ ^{is} under ~~the~~ ^{the} idea that it is in every case necessary to provide ~~marks~~ ^{labour}.

near the villages of the persons
~~in the vicinity of the~~
 he is under a misapprehension
 to be relieved, ~~and his presence~~
 consequence consists of a number
 of ~~small isolated marks~~ this
 must necessarily result in the
 undertaking of much unprofitable
 work for which there is no justifi-
 cation whatever in the present
 circumstances of the district.
 The collector ^{Adhe} directed to take
 immediate steps to replace ~~the~~ ^{numerous}
 scattered marks by a few carefully chosen ~~marks~~ of
 large size ^{providing} suitable hutting
 accommodation for the ~~workers~~ ^{who are unable to attend from their own homes}
~~and that he should endeavour~~
~~to keep his marks as safe as~~
~~possible and as long as he~~
 The Govt is of opinion
 that where labourers are pro-
 vided with resident accommo-
 dation on the marks no distance
 within the limits of the same
 labour at all events, ~~and~~ ^{old} he
 regarded as too great.
 5. The Govt observes from
 the weekly season reports
 that persons who are not dependants
 of workers are being fed at
 the kitchens attached to the ^{marks.} ~~kitchens~~

Relief of the poor
 See revised para 5
 The Govt is of opinion that no
 gratuitous relief should be given
 to persons who are not dependants
 either at present or at a future
 stage without the previous sanction
 of Govt. [The Govt entertains
 serious doubts as to whether it is
 expedient to grant gratuitous re-
 lief to dependants at least marks,
 but in view of the strongly expressed
 opinion of the late Famine Comm
 that such relief was necessary the
 question was referred for discussion
 at the famine conferences. Pending
 a final decision on the point
 the Govt is unwilling to disturb
 the arrangements made by the
 Collector for the relief of dependants,
 but is nevertheless of opinion
 that the necessity for the grant
 of the relief should be avoided
 as much as possible. It was
 partly on this ground that
 it directed the trial of the
 intermediate gang free work
 system ^{which the Collector} ~~on the marks~~ ^{now}
 reports to be unsuitable. It is
 not intended that the system

It was understood that
 I was agreed by Govt
 that Kitchens should
 be opened in all works
 to I thought it was
 decided that the
 Kitchens in Dillon
 and the closed hills
 was been for some
 time.

The marks proposed at Nellore
 and Sircappuram are road
 marks, and if the intermediate
 system is suitable for any works
 in redagiri or Kanigiri it must
 be suitable for the marks proposed,
 and the preponderance of women
 and children in the numbers
 reported as on relief shows that
 the distress, if any in the taluk, cannot
 be severe. ~~The Govt therefore not~~
 clear why the Collector should object
 to the system as unsuitable. The
 Govt of course does not intend

should be adopted irrespective
of local conditions which ^{may} render
its introduction undesirable, but
as the Collyer's objection appears
~~as the Govt fears that the objection~~
~~to lie due to a~~
~~objection is mainly due to a~~
~~misapprehension of the~~
and scope of the system ^{is} ~~it is~~ necessary to explain ^{in some detail} what
the system is, how its adoption
is ~~very~~ desirable in the early
stages of distress, and how
it can be worked with ad-
vantage and economy at almost
~~any~~ ^{any} stage of distress.

6. As its name implies the
system is intermediate between
the ~~ordinary~~ contract piece work
system of ordinary works and
the task work system of the
Code works, and was origin-
ally intended for adoption in
the early stages of distress on
the score of its economy. ^{In relief}
works carried out under the
~~Code works provide labour in the~~
conditions laid down in the Famine
Code employment has to be
provided for the inefficient who
under the ordinary contract
system ~~will~~ never be taken on at all,

Intermediate System

would

and such works give ~~a very~~ ^{a very} ~~poor~~ ^{poor} result
in consequence a very poor result
for a very large expenditure in
money and trouble. When, therefore
distress though present is not so
acute as to drive on ~~the~~ ^{the} works
a large proportion of inefficient
labourers or of persons unaccustomed
to ~~labour~~ ^{labour}, payment by results is
more economical than task work;
^{in other words,}
~~for so long as an able bodied~~
labourer can earn enough by
piece work to enable those of
his family who do not work
to live at home, he will support
them and himself more cheaply
than Govt can do. The piece-
work rates should however
be so fixed as to form a real
test of distress and so as not
to attract labour for which
there is existing employment
elsewhere. The system as
originally ~~adopted~~ ^{framed} in
the N.W.P and Oudh required
the interposition of petty
contractors or middlemen between
Govt and the actual labourers,
but it was soon found that

This arrangement though suitable for less considerable works when distress was ^{not} general, was not adapted for large undertakings designed to afford relief to considerable numbers of unskilled labourers, and ⁱⁿ the N. W. P. ~~Gout~~ ^{was} consequently ~~it~~ adapted, in a modified form of it in which the State dealt directly with the labourers; ~~the work was~~ paid out, supervised and measured by Gout officials, and tools, where necessary were supplied by Gout, but payments were made by results as in the original scheme and no dependants were recognized. The original scheme and this modified form ~~therefore~~ ^{correspond to} respectively to the works of classes (ii) and (iii) mentioned in para 6 of G.O. $\frac{430}{3-6-97}$. The former of these is the same as the modified contract system ~~of the~~ described in section 16 of the Madras Famine Code as suitable at the commencement of distress; The latter ~~is~~ ^{is} intended for a relatively later stage

7. When directing the ^{introduction} adoption of these two classes of works the Govt intended ^(vide para 6 of G.O. 430/3-6-98) that they should be ~~adopted~~ only in the earlier stages of distress and should be replaced by regular relief works when the demand for employment by inefficient labour became considerable. But ~~for~~ ^{later} correspondence ~~for~~ ⁱⁿ the working of the system in the N.W.P and Oudh, received by Govt since the above order was passed, shows that the prompt relief system ^{of the Govt} has been modified by the introduction of a ^{modified} system lately ^{adopted} in the N.W.P & Oudh has been found suitable for even advanced stages of distress, and ^{that} with suitable modifications and subject to certain limitations it may be adopted with advantage in almost all stages. These ^{are:} ~~modifications and limitations~~ will be ~~fully~~ described in the papers printed in G.O's 662 & 705 and may be summarized thus:—
When distress ~~became~~ ^{became} severe it ~~has been~~ ^{may} found necessary ~~to~~ ^{to} distribute cooked food to young children and to

modified
test

These modifications which will be found fully described in the papers printed in G. O. 6624705-2-8-97 20-8-97 and are:—

(1) The distribution of cooked food to young children and the ~~proposed~~ addition of 3 pice to supplement the diet of nursing mothers.

(2) The formation of weakly persons into separate gangs in exceptional cases.

These modifications rendered a larger supervising staff necessary than on ~~code~~ ^{code} marks, but the system was ^{reported to be} ~~found to be~~ more economical. It was also found ^{to be} more deterrent than code marks, ~~but it was~~ ^{but it was} not suited to localities where distress was very severe, ^{in these localities it} ~~and that in such~~ localities it had to be supplemented by code marks on subsistence rations.

8. It will be seen from the above that the essence of the scheme is piece work at rates which are ^{considerably} less than the ordinary rates — or rather

* I cannot read this word. Apparently the sentence should run — or rather less than the usual rates raised with due regard to a rise in prices.

The word is "present" seems right

while below full current rates

Which the ~~for~~ as directed above the ~~the~~ has been ~~directed~~ to avoid, concentrating his operations in large works

less than the rates raised with due regard to the ~~fixed~~ ^{fixed} about high prices — but still sufficient to leave some margin for the support of dependents. It is of course not intended that the wage earnable by each worker should vary with the number of ^{his} dependants, but only that the rates should be so fixed as to give a suitable wage to an able bodied ~~man~~ ^{laborer} with an average family.

9. The system ^{it is believed} ~~is~~ adopted on large as well as on small ~~and petty~~ ^{works}. ~~It is to be distinctly understood that the adoption of the system does not mean the opening of petty village works~~ ^{the latter} ~~for the latter~~ ^{specifically directed above} ~~concentrated in works. But if~~ ^{in the event of} ~~distress should~~ ^{becoming acute} ~~it may~~ ^{become necessary} ~~to open village works to supplement these central works; and that where such village works are opened and assigned to~~

village headmen or other middle-men on contract, the contract should be coupled with a condition that all applicants for employment shall be admitted and that the mark shall be paid for at rates to be specified beforehand. When the system is adopted on large marks middle-men may be employed in the early stages or ^{where the official staff} necessary for supervision is not readily available, but the Govt desires that ~~as a rule~~ hopes that it will always be found possible to adapt the modified form of the system. It is unnecessary to issue any instructions ^{at present} with reference to the later modifications found necessary in the N.W.P. and referred to in para 7 above. ~~With these~~ With these ~~to~~ remarks the Govt

remits the subject to the Comr of R. S. ^{and the local authorities} who will determine where the system and the task system of ~~to introduce the system wherever~~ ^{the Comr may most advantageously} be adopted. The former should be ~~considered suitable in Nellore~~ ^{thoughtfully tried} wherever it appears to be suitable.

Instructions given after system.

intermediate
system and the task system of
the Comr may most advantageously
be adopted. The former should
be ~~carefully tried~~ ^{thoughtfully tried} wherever it appears
to be suitable.

all right. S. D. D.

Is this correct? I should have thought the F.D. M.D. have been applied to all funds first.

RS

[9

Remodelling of the
Board's budget.

B. M. G. L. & M. D., 2nd day

RS

31/1/98

Please see note appended to this draft
RS
3-2-98

RS
29-1-98

8/2
29/1/98

11. Subject to the remarks made and the instructions issued in the preceding paragraphs the Collector is authorized to incur expenditure within the limits of the allotments applied for by him viz Rs 27,500 for relief works ~~and Rs 2000 for Kibbe~~ much of the expenditure that is now incurred from Provincial funds will be ultimately recoverable from the L. F. Boards; the necessary orders for a remodelling of the Nellore Local Board's budget will issue in the F.D.

Secretary.

I have put up a revised para 5 for approval and propose to renumber the ^{subsequent} paras

2. The Secretary's addition of the word "latest" in para 7 of the original draft. It is presumed that by the "latest form" the Secretary means the "modified form" described in the previous para.

3. Attention is invited to the phrase "As directed above" in the Secretary's addition in para 9 of the original draft.

4. The Hon. Sir H. Bliss's remarks on the last para:—

Theoretically there is no grant to allot from; the present position being that a revised estimate has been prepared and that the Govt has allowed ~~expended~~ the incurring of necessary expenditure. That is why the draft has been issued as it is now. It is not necessary to apply to the G.D. as it has already accepted the revised estimate. An C. 11 558 where

modified will be clearer
NS

Omit the surplus
SA
P

linked file

Read G.Nos. 280 & 636.

Order Press No: 72 Per d/ 7th Feb 1898

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

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

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

In regard to (1) above, the Coll

if he is under the idea that it is in objection appeal

HM
This is the better draft
typed with a revised
para. 5. : & C.No. 636
also read

8/2/98

JG
4/2/98

4/1 This would also be
8/4

is that the arrangements made by the Collector pending receipt of the detailed report on the condition of the district which the Commr of R.B., who is now touring in the district has been called upon to submit. The Commr will, however, be informed that no kitchens should be opened for the future in connexion with test-works, and that generally that no gratuitous relief without the previous sanction of Govt. Kind should be given except in connexion with regular relief works carried on on the task-work system.

The latter portion of para 5 in the original draft has been numbered 6, & the numbering subsequently proposed to be changed to 4.

RS
2-2-98

if the number on the work should increase considerably; and it appears from the latest season and other reports received from the district that the work at Udayagiri has now been transferred to Nellatur on the Udayagiri-Sitarampuran road. The Collector also proposes to start work on this same road at Sitarampuran, distant about ten miles from Nellatur, as he considers that the work at Nellatur is too far off for the residents of Sitarampuran and the neighbouring villages. The allotments applied for for the Udayagiri work (now closed) and the others named above aggregate Rs. 27,700 and an additional allotment of Rs. 2,000 is required for kitchens.

3. The above proposals for an extension of works are based on the assumption that there is now in the district undoubted distress requiring the interference of Government.

under the Famine Code; but since has as yet furnished little information regarding the tasks exacted from the workers, the Govt. is not satisfied the works now in progress, have proved the existence of such distress. The number on the works are no doubt on the increase but this is no proof of distress unless the works are being carried on, as they should be, under deterrent conditions. The Commr. of Rev. Sett. ^{has been recently} ~~is now~~ touring the tracts reported to be affected and will be requested to submit a detailed report as to the tasks enforced and the wages paid at the various works, and generally as to whether the works are being carried out under stringent Code conditions so as to enable Govt. to decide whether famine conditions really exist and if so, to what extent relief works are required.

4. The Collector's programme consists of a number of scattered isolated works and if he is under the idea that it is in objection appears

if t
ed, he is under a misapprehension.
late Collr. should be directed to take
from
gir. late steps, to replace numerous scat-
tur works by a few carefully chosen
The
wor of large size, providing suitable
di ting accommodation for the workers
as
to are unable to attend from their own
r s. The Govt. is of opinion that where
The
y. bourers are provided with resident accom-
n
odation on the works, no distance within
the limits of the same taluk at all events
should be regarded as too great.

5. The Govt. observes from the weekly
season reports that persons who are not
dependants of workers are being fed at
the kitchens attached to the ^{test} works; the
Collr. will be instructed to discontinue
this at once. In regard to the relief of
dependants the Govt. has more than once
expressed the opinion that it is inexpe-
dient to supplement the wages at test works
by the grant of gratuitous relief to depen-
dants, but will not disturb the arrange-

Revenue ~~will~~ ^{will}
district has been called ^{to} to submit
The Commr. will, however, be informed that
no kitchens should be opened for the future
in connexion with test works, and general-
ly that no gratuitous relief of any kind
should be given without the previous sanc-
tion of Govt. except in connexion with
the
regular relief works carried on on task
work system.

in progress at Narramada
6. The works ~~proposed at Kollatur and~~
Narramarella
~~Sitarapuram~~ are road works, and if the
intermediate system is suitable for any
works at all in Udayagiri or Kanigiri, it
these
must be suitable for ~~the~~ works, ~~proposed~~
At the same time
~~and~~ the preponderance of women and chil-
dren in the numbers reported as on relief
seems to show that ~~the~~ ^{any} distress ~~is any~~ ^{that there may be}
in the taluks cannot be severe. It is
therefore not clear why the Collr. should
object to the system as unsuitable. The
Govt. of course does not intend that the
system should be adopted irrespective
local conditions which may render its
introduction undesirable but as the Col
objection appears to be ^{largely} due to a m

of the system it is necessary to explain in some detail what the system is, how its adoption is desirable in the early stages of distress, and how it can be worked with advantage and economy at almost any stage of distress.

7. As its name implies the system is intermediate between the contract piece-work system of ordinary works and the task-work system of the ^{Famine} Code ~~works~~, and was originally intended for adoption in the early stages of distress on the score of its economy. In relief works carried out under the conditions laid down in the ~~Famine~~ Code, employment has to be provided for the inefficient who under the ordinary contract system would never be taken on at all, and such works give in consequence a very poor result for a very large expenditure in money and trouble. When, therefore, distress, though present, is not so acute, ^{to} s to drive on the works a large proportion of inefficient labourers or of persons unaccustomed to labour, payment by results is more economical than task work; in other

can earn enough by piece work to enable those of his family who do not work to live at home, he will support them and himself more cheaply than Govt. can do. The piece work rates ~~be~~ should, however, be so fixed as to form a real test of distress and so as not to attract labour for which there is existing employment elsewhere. The system as originally framed in the N.W. Provinces ~~and~~ ~~such~~ required the interposition of ~~of~~ petty contractors or middlemen between Govt. and the actual labourers but it was soon found that this arrangement though suitable for less considerable works, when distress was ~~not~~ not general, was not adapted for large undertakings designed to afford relief to considerable numbers of unskilled labourers, and in the N.W. Provinces a modified form of it was consequently adopted, in which the State dealt directly with the labourers; the work was laid out, supervised and measured by Govt. officials and tools where necessary, were supplied by Govt; but payments were ^{made} ~~made~~ by results as in

of the ~~the~~ ~~and~~ dependants were recognised. The original scheme and this modified form correspond respectively to the works of classes (ii) and (iii) mentioned in para 6 of G.O.430,d/3-6-97. The former of these is the same as the modified contract system described in section 16 of the Madras Famine Code as suitable at the commencement of distress.

8. When directing the introduction of these two classes of works the Govt.intended (vide para 6 of G.O.430,d/3-6-97) that they should be adopted only in the earlier stages of distress and should be replaced by regular relief works when the demand for employment by inefficient labour became considerable. But later correspondence received by Govt.since the above order was passed on the working of the system

in the N.W.Provinces and Oudh, shows that

the modified form of the system ^{formerly} adopted

in ^{those} the N.W.Provinces has been found suitable

by for even advanced stages of distress and

that with suitable modification and subject

to certain limitations, it may be adopted

with advantage in almost all stages.

These modifications which will be fully described in the papers printed in G.O.Nos.662,d/2-8-97, and 705,d/20-8-97, are:-

(1) the distribution of cooked food to young children and the addition of 3 pies to supplement the diet of nursing mothers.

(2) the formation of weakly persons into separate gangs in exceptional cases.

These modifications rendered a larger supervising staff necessary than on code works but the system was reported to be notwithstanding more economical. It was also found to be more deterrent than code works but it was not suited to localities where distress was very severe and in these localities it had to be supplemented by code works on subsistence wages.

9. It will be seen ~~from the above~~ that the essence of the scheme is piece work at rates which are somewhat less than the ordinary rates- or rather less than the ^{ordin} rates raised with due regard to the prevalent high prices- but still sufficient to leave some margin for the support

dependants. It is of course not intended

that the wage ~~earned~~^{by} each worker should vary with the number of his dependants but only that the rates while below full current rates should be so fixed as to give a ~~sufficient~~^{sufficient} ~~able~~ wage to an able-bodied labourer with an average family.

10. The system can, it is believed, be adopted on large as well as on small and petty works. It is to be distinctly understood that the adoption of the system does not mean the opening of petty village works, which the Collr. has been directed to avoid, concentrating his operations on large works. In the event of distress becoming ~~severe~~^{really} it may become necessary to open village works to supplement

these central works; and where such village works are opened and assigned to village headmen or other middlemen on contract,

the contract should be coupled with a con-

dition that all applicants for employment

shall be admitted and that the work shall

be paid for at rates to be specified

in advance. When the system is adopted on

large works, middlemen may be employed in

in the early stages or where one

staff necessary for supervision is not

readily available, but the Govt. hopes that

it will always be found possible to adopt

the modified form of the system. It is

unnecessary to issue any instructions at

present with reference to the later modi-

fications found necessary in the N.W.P.

and referred to in para 8 above. With

these remarks the Govt. permits the subject

to the Commr. of Rev. Sett. and the Local

authorities who will determine where the

intermediate system and the task system

of the Code may most advantageously be

adopted. The former should be thoroughly

tried wherever it appears suitable.

12. Subject to the remarks made and the

instructions issued in the preceding para-

graphs, the Collr. is authorized to incur

expenditure within the limits of the all-

ments ^{of Rs 27,700} applied for by him, viz, Rs 27,700

for relief works. Much of the expenditure

that is now incurred from Provincial

Funds will be ultimately recoverable

the L.F. Boards; the necessary order

a remodelling of the Nellore Local

[illegible]

Recd.

1898.

Regd.

Enclosures

Spare copies

G.O., No. 72, 7th February 1898.

FEBRUARY.

Relief Works.

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

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

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

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

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

	Original sanction.	Subsequent sanction.
1. Udayagiri prickly-pear work	Rs. 200	Rs. 850
2. Kitchen at Udayagiri	200	...
3. Metal-breaking at Pamur	200	500
4. Kitchen at Pamur	200	...
5. Metal-breaking at Narravada	200	1,000
6. Kitchen at Erravada	200	100
7. Metal-breaking at Pedarikatla	200	...
8. Kitchen at Pedarikatla	200	...
9. Nandanavanam tank	200	...
10. Kitchen at Nandanavanam tank	200	...

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

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

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

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

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

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

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

4. With reference to the Board's remarks regarding the introduction of the intermediate system of relief, I would remark that works such as those at Nellatur and Sitarampuram are hardly suitable for execution under that system, while I consider that the distress in the Udayagiri taluk has already reached the stage when task works are necessary. The same remarks apply to all the other test works which have been commenced and to the Kanigiri taluk as well as to the Udayagiri taluk.

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

Submitted to Government for sanction.

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

(True Copy and Extract.)

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

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

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

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

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

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

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

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

Submitted to Government.

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

(True Copy and Extract.)

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

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

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

Miscellaneous.

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

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

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

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

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

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

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

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

7. As its name implies, the system is intermediate between the contract piece-work system of ordinary works and the task-work system of the Famine Code, and was originally intended for adoption in the early stages of distress on the score of its

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

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

(1) the distribution of cooked food to young children and the addition of 3 pies to supplement the diet of nursing mothers;

(2) the formation of weakly persons into separate gangs in exceptional cases.

These modifications rendered a larger supervising staff necessary than on Code works, but the system was reported to be notwithstanding more economical. It was also found to be deterrent than Code works, but it was not suited to localities where distress was *very* severe and in these localities it had to be supplemented by Code works on subsistence wages.

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

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

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

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

(True Extract.)

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

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

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

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