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B E N G A L

CALCUTTA, 10th December, 1896.

RESOLUTION—No. 5133.

READ—

- (1.) Notes made on his tour in Bihar by the Honourable Mr. Finucane, Revenue Secretary to this Government, between November 23rd and December 5th, 1896.
- (2.) Notes of the Proceedings of a Conference held at Muzaffarpur on December 4th and 5th, 1896.
- (3.) Letters from the Commissioner of Patna, No. 625-G., dated November 19th, and No. 669-G., dated December 7th, 1896.

Read again—

Notes of Proceedings of a Conference held at Sonepur on November 20th, 1896.

Report of the Commissioner of Patna, No. 609-G., dated November 11th, 1896, drawn up in accordance with Section 9 of the Famine Code.

At the Conference held at Sonepur on November 20th, Sir Alexander Mackenzie, in summarising the results of the discussion that had taken place on impending scarcity in the Patna Division, said that as the Commissioner and local officers were of opinion that it would be undesirable for the Lieutenant-Governor personally to visit the affected areas at that time, he would refrain from doing so, but would leave behind him the Honourable Mr. Finucane, the Revenue Secretary to this Government, who would visit the various districts with Mr. Bourdillon, the Commissioner, and that both of them would discuss with district officers the relief works necessary, the area and organisation of relief circles, the tasks of work to be demanded, the rates of wages to be given, and various other details of famine-relief administration. The Commissioner was, unfortunately, owing to temporary ill-health, unable at that time to go on tour; but Mr. Finucane, accompanied by the district officers, moved rapidly over the tracts in which the failure of the winter rice crop is greatest, and distress imminent and likely to be severe. He laid the results of his observations before a Conference held at Muzaffarpur on the 4th and 5th December, at which there were present Mr. Bourdillon, the Commissioner, Messrs. Hare, Macpherson and Carlyle, Collectors of Muzaffarpur, Champaran and Darbhanga, Mr. Stevenson-Moore, Settlement Officer, Mr. Russell, Sub-divisional Officer of Sitamarhi, the Honourable Mr. Glass, C.I.E., Chief Engineer and Secretary to this Government in the Public Works Department, Mr. Mills, Inspector of Local Works, and Mr. Sealy, District Engineer of Champaran.

2. The Lieutenant-Governor considers that Mr. Finucane's tour has been most useful, and is much indebted to him for the care and thoroughness with which he has gone into the questions that came before him. The results of the deliberations of the Conference are summarised in their recommendations annexed to this Resolution, on which the Lieutenant-Governor now desires to record the following observations and orders:—

Area affected in the Patna Division.

It appears that the rice crop is very seriously short, and in some tracts almost a total failure, throughout the non-irrigated parts of the rice-growing areas of Darbhanga, Muzaffarpur and Champaran.

The following statement shows the areas estimated by the district officers to be more or less severely affected in these districts. In some of the areas shown in the statement distress is already beginning to be felt, and in the rest it will certainly be felt more or less generally a little later on. In the former areas it is proposed to form relief charges at once, and in the later as necessity arises. The following table also shows the number

of relief charges and circles which it is proposed to create, and the number of relief charges proposed to be created at once and later on :—

| DISTRICT. | Area likely to be ultimately affected | Population of the affected Area. | Number of Superintendents' Charges. | | Number of Circles | |
|---------------------|---------------------------------------|----------------------------------|-------------------------------------|-------------------|--------------------------|-------------------|
| | | | Ultimately to be Formed. | Now to be Formed. | Ultimately to be Formed. | Now to be Formed. |
| 1. | 2 | 3. | 4 | 5 | 6. | 7 |
| | Sq miles | | | | | |
| Champaran - - - - | 2,589 | 1,469,308 | 11 | 4 | 55 | 9 |
| Muzaffarpur - - - - | 1,851 | 1,660,000 | 12 | 6 | 85 | 33 |
| Darbhangha - - - - | 2,044 | 1,720,000 | 8 | 5 | 57 | 24 |
| TOTAL - - - - | 6,484 | 4,849,308 | 31 | 15 | 197 | 66 |

Establishment proposed for administration of Famine Relief

It is proposed to appoint a superintendent of relief of the rank of a gazetted officer to each charge, having an area of 200 to 300 square miles, and a population of about 250,000 persons, with a staff of circle officers or inspectors, and clerical and other establishment as noted below * The number of circle officers in a superintendent's charge is to be so regulated that each circle officer will have an area of about 30 to 40 square miles, with a population of about 25,000 to 30,000 persons The proposed establishment is large, especially in Muzaffarpur, where the number of charges proposed by the Collector may probably be reduced, but the Lieutenant-Governor sanctions the scheme so far as present requirements are concerned, for his Honour is clearly of opinion that a strong and efficient establishment is necessary at the early stages of a famine, in order to make sure that relief works are properly organised and undertaken, as soon as they are required, in strict accordance with the provisions of the Famine Code, that lists of deserving objects of gratuitous relief are drawn up after house-to-house visitation and enquiry, as contemplated by Sections 31 (a) and 41 to 43 of the Code, and that respectable women and others who are unable to labour and are ashamed to beg, and have nobody to maintain them, are not allowed to die in their homes for want of food

3. In all the areas for which it is now proposed to organise relief charges, rice is the predominating, and in some of them almost the only crop grown, and serious failure of that crop must necessarily mean severe and protracted distress It is to be remembered that while in rabi-growing tracts a good rabi crop will replenish the food supply in April, in rice-growing areas, on the other hand, food supplies will not be replenished till the next bhadoi harvest in August and September, and in these latter tracts credit is contracted and alarm felt sooner, while distress lasts longer than where hopes of early relief may be entertained from rabi crops

4. The Conference for these reasons recommends that relief charges should be organised immediately in areas where the failure of the winter rice is greatest and distress is beginning to be already felt, and that afterwards, as the necessity for them shows itself, relief charges be created in the remaining tracts in which the failure of crops has not been actually so great.

The Lieutenant Governor accepts the recommendation of the Conference on this point.

| | | | |
|---|-----------|--|----------|
| * Clerical and other staff for each Superintendent— | Rs | For each Circle Officer or Inspector— | Rs |
| A clerk on - - - - | 30 | One muharrir on - - - - | 12 to 20 |
| A muharrir on - - - - | 20 | One peon - - - - | 6 |
| One orderly on - - - - | 6 | | |
| | <u>56</u> | Petty establishment to be selected from applicants for relief. | |

The comparatively slight expense that will be entailed by the early appointment of an adequate relief staff where distress is likely to be acute will be recouped many fold later on, not only in saving life, and guarding the classes dependent in ordinary times on private charity and others, from getting into a state of weakness and emaciation, but also in preventing the waste of money and confusion that may arise if large bodies of people were suddenly to rush on to relief works before the staff necessary to classify them, and to exact the tasks, and to distribute the maximum and minimum wage prescribed by the Code, is prepared to receive them.

5. It is proposed to appoint 15 superintendents of relief and 66 circle officers at once. Of the superintendent's charges, five can be filled up from the existing staff of Government officers in the Division, and every effort will be made by the Appointment Department to fill up at once some of the other charges by Assistant Superintendents of Police of some standing from other parts of Bengal.

The Conference recommend that the remaining charges should be manned by indigo-planters (if their services can be obtained) with local knowledge and experience of the country and people, on salaries of Rs. 200 to Rs. 300 per month, with horse allowance of Rs. 100, and that superintendents of relief who are Government servants be allowed, in addition to their ordinary pay, a horse allowance of Rs. 100 per month.

Having regard to the facts, that a great strain is already placed on the administration of these Provinces by the employment of a large number of officers on settlement and survey work, that distress more or less severe is apprehended in nearly all districts, that it is consequently impossible to weaken the normal staff in districts outside Bihar, that it is improbable that other Provinces will be able to lend any of their officers, and looking especially to the advantages secured by the employment on famine duty of gentlemen of active habits, local knowledge and experience, the Lieutenant Governor is anxious, if the Government of India have no objection, to secure the services, for famine relief, of as many suitable indigo-planters as can be procured and may be required. Young assistants of a few years standing with an adequate knowledge of the language would be the kind of agency to be sought for

It is, however, to be clearly understood that non-official gentlemen who may be employed as Superintendents of relief charges, in the way proposed by the Conference, are for the period of such employment to be regarded as Government servants, that they are to be exclusively engaged on famine duty, that they are to be liable to be employed in any part of Bihar at the discretion of the authorities, and that they are to be subject to the same discipline and control as Government servants

6 The Indigo Planters' Association have offered to give the services of its members in their respective neighbourhoods, as circle officers, under the Superintendents and free of charge. The Lieutenant Governor thankfully accepts the offer, but here again it is necessary that should be clearly understood that these gentlemen should perform the famine duties which they voluntarily undertake, under the same rules and conditions as to submission of returns and accounts and supervision of relief works and distribution of gratuitous relief, as other circle officers who are paid by Government. A small clerical establishment may be allowed them for the compilation of returns and accounts if found to be necessary

Suitable candidates to fill up the remaining number of circle officers, who are to be paid, can, the Commissioner reports, be obtained locally on a pay of Rs. 50 with Rs. 25 horse allowance. The Commissioner is hereby authorised to entertain these officers as they may be found to be required.

7. It is believed that the arrangements, as regards establishment, now authorised, will be amply sufficient to meet present requirements. By the time when it becomes necessary to extend the organisation of relief charges and circles, it is probable that a large number of officers will be set free, say, by the end of February, from survey and settlement work, and will thus become available for employment on famine relief, so that it will not, it is hoped, at any time become necessary to draw very largely on the regular staff of other districts, which is already as small as it can safely be

Provision of tents, treasure-chests, &c.

8 In paragraph 11 of the memorandum* of the proceedings of the Conference, it is recommended that each superintendent of relief should be furnished with a tent for himself and a *pal* for his servants, and each circle officer with a *pal*. The Military Department will be asked if they can lend the requisite number of tents and *pals* on

* Not reprinted.

indent from the Commissioner; if not, the Lieutenant Governor will sanction their purchase.

9. His Honour sanctions the purchase of treasure-chests as proposed in paragraph 12 of the memorandum—one for each Superintendent, to hold Rs. 10,000, and two for each Circle Officer, one of iron to hold Rs. 500 in silver, and another of wood to hold the same amount in copper.

Accounts.

10. The Lieutenant Governor also accepts the proposals contained in paragraph 13 of the memorandum, namely, that sums available for expenditure on relief works by District Boards should, with the consent of the Boards, be placed to the credit of the Collector. It is certain that the District Board funds will have to be largely supplemented by Government, and it is obviously desirable that there should be uniformity from the outset, in the method of keeping famine accounts, and that the delays attendant on the cumbrous procedure of estimates and sanction by the Boards at meetings which it may not be possible to convene in due time, should be avoided. The Boards should, however, be consulted and their wishes met, so far as possible, in the allocation of their funds to the particular works on which they may desire to expend them. The transfer will only be made for the purpose of facilitating the keeping of accounts in a proper and uniform manner.

11. Sir Alexander Mackenzie agrees (paragraph 14 of the memorandum) that for all major works carried out under the Public Works Department agency, accounts should be kept under the Public Works departmental system, and that for all other accounts the Collector is to be responsible. He is also of opinion that in order to avoid keeping Sub-divisional Officers tied down to their offices, and to enable them to move about freely and supervise all relief work in their respective sub-divisions, they should be merely disbursing officers, and not officers of account.

The Accountant General will be asked to depute an officer to Bihar to confer with the Commissioner and Collectors, and to arrange the details of the account system on the lines indicated.

Contributions for well-sinking (paragraph 16 of the Memorandum).

12. It is proposed, in order to encourage the extension of the sowing of rabi crops, and especially of food rabi crops, such as barley, potatoes, chena and khesari, for the sowing of which it is not yet too late, and to secure the rabi that has been sown against possible failure from want of rain, that a contribution of one rupee should be given by Government for each kutchra well sunk after the date of notice, up to a limit of two lakhs of rupees over the whole Division. The cost of these wells is only about Rs. 2-8 each. Every well sunk now, in suitable land, will not only add largely to the food-supply of the country in March and April, but will also save Government later on from expenditure on wages of cultivators on relief works, who by securing and extending their rabi crops will *pro tanto* be enabled to keep longer away from relief works. The Lieutenant Governor therefore sanctions the proposal, and hopes that vigorous steps will be taken to give effect to it. The expenditure incurred in this way may be charged to famine relief. It is said that in some tracts the raiyats are unwilling to irrigate their lands from wells or to sow rabi crops where they have not hitherto been accustomed to do so. The Lieutenant Governor believes that the apathy of the raiyats and their unwillingness to help themselves in this way are exaggerated; and that if prompt steps are taken to give effect to the orders regarding well-digging already passed, and now repeated and emphasized, much good can still be done in this direction.

It may, no doubt, be a fact that in certain parts of Bihar the conditions of the soil, sub-soil and water are such that well-irrigation may prove injurious, and that as regards such parts caution is necessary. Samples of the soils and water referred to have been sent to Dr. Leather, Agricultural Chemist to the Government of India, whose opinion will be communicated to the local officers on the earliest possible date.

Advances for purchase of grain imported from beyond the seas (paragraph 17 of the Memorandum).

13. It was brought to the notice of the Conference that many gentlemen of position, local knowledge and experience in Bihar, are of opinion that stocks, especially in the more inaccessible places, are likely to become depleted before private trade could supply

the local deficit, and it was suggested for consideration whether, without in any way interfering with private trade, Government might unobjectionably advance money, at moderate interest, for the purchase of grain imported from Burma or elsewhere, which might be sold or distributed locally without any interference on the part of Government. The Commissioner recommends that the suggestion be accepted "as the last bulwark against depletion of stocks in out-of-the-way places," on the condition that grain for which loans are made is in the first instance imported from beyond the seas, and purchased in Calcutta or other distant markets, and that full and adequate security is forthcoming for the repayment of the loans. The Commissioner is also of opinion that such advances should only be made to well-known men who may be trusted not to compete with local bunniahs. In 1873-74 Government sanctioned arrangements whereby, in places likely to be in want, and in which there were not thought to be traders to import food, advances might be made—

- (a) To zamindars, planters, or others, on the condition that they would import grain from a distance and sell it, as near as possible, at cost price, all expenses included;
- (b) To traders and others of safe and responsible character, at a moderate interest of 6 per cent., who were to import grain from a distance without any conditions as to the rate or manner of selling it.

Proposals such as were sanctioned under head (a) in 1873-74 clearly involve interference with private trade, and cannot now be entertained; but there appears to the Lieutenant Governor to be no strong objection to advances of money by Government at reasonable interest (say 6 per cent), and on adequate security, for purchase in Calcutta of grain, imported or to be imported from beyond seas, and sale or distribution of it in remote areas, provided the persons to whom such loans are given are allowed to sell or otherwise dispose of it at their discretion, and at their own risk. The only conditions which it would be necessary to stipulate for would be (1) that supplies are drawn from districts beyond those in which scarcity extends or is apprehended (in the present instance all India), and (2) for occasional inspection of grain invoices (chalans), in order to verify that the persons to whom advances are made do really import grain into the inaccessible tracts, and that it was obtained originally outside Bengal or other provinces threatened with scarcity. No maximum or minimum limit need be put on the amounts of such loans, nor need any distinction be made as to the class of persons to whom such loans may be made, as long as they can give security for repayment with interest at any time up to the end of 1897 that Government may demand repayment. If the conditions of the loan should be violated the amounts advanced might be realised at once, but otherwise they would not be recovered before the end of 1897.

The question appears to be more one of finance than of interference with trade. It will be submitted for the orders of the Government of India, but meanwhile if, pending receipt of the orders of the Supreme Government, the Commissioner or district officers receive any definite applications for loans for the purpose indicated, they should submit them for the orders of Government.

Charitable Relief Committees (paragraph 18 of the Memorandum).

14. The question of the creation and functions of charitable relief committees is under the consideration of the Government of India. The trustees of the Bengal Distress Relief Fund have been requested to place at the disposal of the Accountant General the funds on their hands, for distribution among Commissioners and Collectors to meet the immediate wants of those who are in need of gratuitous relief.

Relief Works (paragraphs 19 to 27 of the Memorandum).

15. Sir Alexander Mackenzie approves the suggestion that the Honourable Mr. Glass, who has had large experience of famine relief works, should draw up scales of work to be done by individuals and gangs for various classes of soils and varying conditions of lead and lift, and his Honour desires that the scales thus drawn up should be generally adhered to by local officers. The task of work to be demanded being fixed, collectors can, under the Commissioner's control, determine the daily wage to be given under the provisions of the Famine Code.

The Lieutenant Governor agrees that the major works mentioned in paragraph 20 of the Memorandum should be placed directly under the officers of the Public Works Department, and be administered by an entirely separate staff. They should not, however, be carried out on piecework by contractors, but as relief works under the rules prescribed in Sections 89 to 96 of the Famine Code. Ordinarily only able-bodied labourers should be employed (Section 89) on them, but the wages of the labourers who are employed should be regulated by the provisions of Chapter VII., Sections 101 to 106 of the Code, as regards the maximum and minimum wage. Section 52 (4) of the Code prohibits the carrying out of any famine relief work by contract.

16. An officer of the Irrigation Department has been directed to proceed to Bihar at once, as suggested by the Conference (paragraph 20). He should first examine the possibility of the irrigation schemes already suggested in North Madhubani, and afterwards of the other schemes proposed in North Bettiah and Muzaffarpur. Another officer of experience is also being deputed to examine the country generally with a view to the elaboration of other schemes.

17. The Lieutenant Governor approves the proposals of the Conference for expediting the taking up land for the proposed railway lines,* to the survey of which the sanction of the Government of India has already been received.

18. The proposals made in paragraph 24 of the Memorandum regarding the establishment required for supervision of relief works is approved, but his Honour thinks that one, or at the outside two, civil hospital assistants ought at first to be sufficient for each superintendent's charge. Many of the labourers on relief works will return daily to their homes, but where large numbers are congregated in one work and do not return daily to their houses, one civil hospital assistant and sanitary arrangements may be required for each camp with 3,000 persons at work, for small works a visiting hospital assistant and one central hospital in each charge ought to suffice. The Inspector General of Civil Hospitals, in communication with the Commissioner, will be requested to make the necessary arrangements for giving effect to these orders.

The arrangements indicated in paragraph 26 of the Memorandum as to supply of baskets, kodahs, medical stores, including permanganate of potash and chloride of lime, &c., are approved.

Advances for Tanks and other Village Improvements (paragraph 27).

19. The Conference suggest that advances should be given by Government, free of interest, in the distressed areas to zamindars, middlemen, substantial rayats, and traders, for excavation in their own villages of tanks and execution of other petty works.

The Lieutenant Governor considers that it would be desirable to give advances freely for such works, provided that care is taken that the works for which they are given are really executed, and that the money advanced is not spent on purposes other than those for which it is advanced, and that the works are really improvements which are likely to add to the supply of water for drinking or irrigation purposes. This object might be attained by making such advances in instalments, the later instalments not being paid till the Government officers are satisfied that the sums previously advanced have been properly spent.

It is probable that a saving to the State would be ultimately effected by making such advances to persons who, from religious or charitable motives, or in order to perpetuate their names, are now willing to excavate tanks, but have not the necessary funds available. Even if the whole of the amounts so advanced are not ultimately recovered, what may be realised will be so much saved, for in any case the tanks, if not made by such persons, would probably have to be made as relief works at the expense of the State. Before advancing Government money for tanks, care should be taken that the sites of tanks proposed are selected and approved by the officers of Government with due regard to levels, so that it may be possible to connect them with rivets by *pynes* or channels, and thus to have them flushed with water when it is required, and so made permanently useful for purposes of irrigation and consequent prevention or mitigation of future scarcities from drought. This is an object which should be carefully borne in mind in connection with all relief works of this class in North Bihar.

* Nos. 2 and 8, Barragnia-Bagaha and Sakri-Joynagar.

The rules for making advances under the Famine Code (Section 200) do not, however, permit of advances or loans being given without interest. The Government of India will be asked whether they are willing to relax, during the present and following year, the rules under the Land Improvement and Agricultural Loans Acts, in areas affected by scarcity.

20. In connection with this subject the attention of all officers is invited to Section 77 of the Tenancy Act, which empowers raiyats at fixed rates and occupancy raiyats to make improvements [in which term are included tanks and wells, water channels for irrigation, and storage and supply or distribution of water for the purposes of agriculture, or for the use of men and cattle employed on agriculture] without the consent of the landlord, where the landlord is unwilling to execute them himself. Instances have come to the notice of Government in which raiyats were desirous to execute such works, but were prevented from doing so because the landlords refused consent, though unwilling themselves to make them. If the provisions of the law in this respect are made widely known, it is possible that many works will be voluntarily undertaken by private persons which would otherwise have to be done at the expense of Government.

21. As to the question whether the people should be drafted off at the early stages to the major works, as suggested in paragraph 27 of the Memorandum, a reference will be made to the Government of India.

Sir Alexander Mackenzie is himself disposed to think that when villagers take advances for relief works to be executed in their villages, at their own expense, they may be left to decide for themselves whether they will carry them out at the early or later stages, as they think fit, but that in case of works executed at the public expense the people should at the earlier stages be provided with work near their homes; and that as soon as they have become accustomed to the system of work and payment, and have acquired confidence in the officers under whom they are employed, the able-bodied may be drafted off to the major works in the manner prescribed in Sections 72 to 75 of the Code.

22. The Lieutenant Governor notices with pleasure that in the areas over which Mr. Finucane travelled, with one or two exceptions, no complaints were made by the raiyats of their being pressed by their landlords for payment of rent, but, on the contrary, that it was admitted by the raiyats that no attempts were being made to realise from them now rents which they are manifestly unable to pay.

23. In conclusion, Sir Alexander Mackenzie trusts that the arrangements now sanctioned will be sufficient and suitable for effecting what is the paramount aim of famine relief, namely, the saving of human life, while they will at the same time, it is hoped, be adequate to guard against unnecessary waste of public money; and his Honour has every confidence in the ability and determination of the Commissioner, the district officers and their subordinates, with the willingly-promised aid and co-operation of the non-official community, European and Native, to attain these most important objects.

24. The Memorandum of the proceedings of the Conference, with the Revenue Secretary's diary, are published with this Resolution for general information.

By order of the Lieutenant Governor of Bengal,

E. M. KONSTAM,
For Secretary to the Government of Bengal.

DIARY No. 4154.

No. 5183, Agri. Dated December 12, 1896

From the SECRETARY TO THE GOVERNMENT OF BENGAL to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

In continuation of my letter, No. 5134, Agri, dated the 10th December 1896, relating to the apprehended scarcity in the Patna Division, I am directed to solicit the orders of the Government of India on the following points dealt with in the Resolution of this Government, No. 5133, dated the 10th December 1896, which was submitted with my letter above quoted.

2. As will be seen from paragraph 2 of the Resolution, the total area likely to be affected in the three districts of Champaran, Muzaffarpur, and Darbhanga, is estimated to be 6,484 square miles. It is proposed to divide this area into superintendents' charges of 200 to 300 square miles, each charge being sub-divided into circles of about 30 to 40 square miles. The total number of superintendents' charges ultimately to be formed, is 31, and it is proposed to appoint to each a superintendent of the rank of a gazetted officer. Of this number 15 superintendents are required at once. Five of these appointments can be filled up from the existing staff of Government officers in the division, and as many more as possible will be filled up by transferring suitable officers of the Police Department from other parts of Bengal. The Muzaffarpur Conference recommended that the remaining charges should be manned by indigo planters (if their services can be obtained) with local knowledge and experience of the country and the people on salaries of 200 rupees to 300 rupees a month, with a horse allowance of 100 rupees. For the reasons stated in paragraph 5 of the Resolution, the Lieutenant-Governor is disposed to accept this recommendation, and I am to request that this Government may be authorised to appoint temporarily as many suitable indigo planters, to be superintendents of relief, as may be required on the salary and allowance above-mentioned.

3. I am also to solicit the sanction of the Government of India to the payment of a horse allowance of 100 rupees a month, in addition to their ordinary pay, to such Government officers as may be appointed superintendents of relief, it being understood that they will be entitled to no travelling allowance within their respective charges, and that they keep as many horses as may be thought necessary.

4. In paragraph 13 of the Resolution submitted to the Government of India, it is pointed out that many gentlemen of position and local knowledge in Behar consider that stocks, especially in the less accessible places, are likely to be depleted before private trade can supply the local deficit; and the Lieutenant-Governor desires me to submit, for the favourable consideration of the Government of India, the suggestion of the Conference that advances of money might be made by Government at a reasonable rate of interest (say 6 per cent.) for the purchase in Calcutta of grain from over seas, and for the distribution of this grain in remote areas, it being understood that the persons to whom these loans are made will be allowed to dispose of the grain at their own risk and at their own discretion. It would be necessary to stipulate that the supplies be drawn from other countries than India, and that Government officers should be allowed to satisfy themselves by the occasional inspection of invoices that grain is really being imported into the inaccessible tracts. The Lieutenant-Governor is disposed to think that to make advances on these conditions would not constitute an interference with private trade, and would not be inconsistent with the principles approved by the Famine Commissioners in paragraph 159 of their report. One or more of the persons to whom such advances may be made in inaccessible tracts, might be constituted contractors for the supply of grain on relief works, &c., under Section 35 of the Code, and I am directed to request that the Government of India may be moved to sanction this proposal.

5. The Conference which met at Muzaffarpur suggested that advances should be given by Government free of interest in the distressed areas to zemindars and others for excavation of tanks and wells, and for the execution of other petty works in their own villages. The Lieutenant-Governor accepts this suggestion (paragraph 19 of the Resolution) on the understanding that care must be taken that the works for which the advances are given are really executed, and that the money advanced is not spent on purposes other than those for which it is advanced, and that the works are really required for, and suitable as, relief works, especially such as those by which the supply of water

for drinking and irrigation purposes will be increased. I am to explain that the works for which these advances are proposed to be given will ordinarily be tanks, village reservoirs for storage of water, and irrigation channels (pyries), and that they must be approved by the officers of Government before they are undertaken. The labourers to be employed upon them will receive not more than the maximum and not less than the minimum wage, calculated according to the principles laid down in the Famine Code.

6. The Lieutenant-Governor is unable to authorise the grant of these advances free of interest without the sanction of the Government of India. These advances will ordinarily be made under the Agriculturists' Loans Act (XII. of 1884). Rules under that Act have been framed by the Government of Bengal, with the previous sanction of the Governor General in Council; a copy of which is enclosed for ready reference.* These rules already give power to the Local Government to sanction loans at reduced rates of interest, or without interest; but the Lieutenant-Governor now requests the sanction of the Government of India to a general relaxation of the rule regarding interest. In the famine of 1873-74, Rule 35 of the rules then in force under the Land Improvement Act of that time (XXVI. of 1871) was relaxed under the authority given by paragraph 17 of the Resolution recorded by his Excellency the Governor General in Council on the 7th November 1873, by a notification, dated the 20th November 1873, of which a copy is annexed, in so far that no interest was charged on advances of less than 500 rupees till after the expiration of one year. The Lieutenant-Governor apprehends that the remission of interest for one year only would not be sufficient inducement to the parties to take such loans, and therefore proposes to go further and altogether to forego interest on these loans; but does not desire to relax generally the other conditions which now govern the grant of advances, such as the condition of repayment by instalments in five years. The Lieutenant-Governor would, however, in order to avoid unnecessary delays, give to the Board of Revenue discretion to relax these conditions in particular cases in which it may be found desirable to do so.

7. I am to add that 5,50,000 rupees have during the present year been placed at the disposal of the Board for advances under the Land Improvement and Agriculturists' Loans Acts, and that of this sum 4,95,917 rupees have already been allotted to districts, 2,96,617 rupees to those of the Patna Division, most of which has already been exhausted, and 54,083 rupees is all that remains to be allotted. The Government of India will shortly be moved by this Government in the Financial Department to provide the additional funds, the amount of which will be specified, necessary for the grant of loans on the principles described in the preceding paragraphs.

8. I am also to invite attention of Government of India to paragraph 21 of the Resolution regarding the desirability of drafting off labourers to the larger works at the earlier stages, and to solicit that this Government may be favoured with the views of the Government of India on the subject.

9. Finally, I am to request that the Lieutenant-Governor may be favoured with the very early orders of the Government of India on the points raised in this letter.

No. 8 F. 45-14. Dated Calcutta, December 22, 1896.

From DENZIL IBBETSON, Esq., C S I., C S., SECRETARY TO THE GOVERNMENT OF INDIA, to the SECRETARY TO THE GOVERNMENT OF BENGAL, DEPARTMENT OF REVENUE AND AGRICULTURE FAMINE.

SIR,

I AM directed to acknowledge the receipt of your letter No. 5183, dated 12th December 1896, in which you forward, for the sanction of the Government of India, certain proposals connected with the relief of distress in the Patna Division.

2. In reply I am to say that the Government of India approve of the proposals in paragraph 2 of that letter regarding the employment and remuneration of non-officials as superintendents of famine charges, on the understanding that the strength of existing establishments is fully utilised before persons outside them are appointed. All such

* Rule 13 of the Rules under the Agriculturists' Loans Act.

appointments should be reported for the information of the Government of India. The proposals in your paragraph 3 with respect to the grant of horse allowance to officials who may be appointed superintendents of relief are also approved.

3. With regard to the advances for excavation of village tanks and other similar objects which it is proposed in paragraphs 5 and 6 of your letter to make under the Agricultural Loans Act (XII. of 1884) free of interest to zamindars and others in the distressed area, on condition that the labourers employed upon them will receive neither more than the maximum nor less than the minimum wage prescribed by the Famine Code, I am in the first instance to point out that they cannot apparently be legally made under the Act in question, since that Act excludes (section 4) all the purposes specified in the Lands Improvements Loans Act (Act XIX. of 1883), under section 4 (2) (a) of which the proposed works would appear to fall.

4 I am further to explain that at the present juncture money cannot be spared for advances for land improvement in the ordinary way unless it is applied to the purpose of famine relief and expended on the principles you state, on wages to people who would otherwise drift to relief works.

It is understood that this is the intention of His Honour the Lieutenant Governor, and that he will take such measures as he deems sufficient to satisfy himself that this condition is fulfilled. The whole of the money should in the first instance be brought to account as famine relief expenditure, and in no other way; though with reference to the question of recovery, which will be discussed presently, the recoverable portion of it, when ascertained, may afterwards be adjusted upon the accounts as "Advances recoverable." Any such adjustment in the way of bringing the recoverable portion under a head other than of famine relief is, however, a matter of account which can be settled later on. The object of Government in making the advances is, in the first place, famine relief, and not land improvement, and outlay should therefore be dealt with for the present as famine relief expenditure.

5. The question of recovery is a difficult one. As just remarked, the money in question is to be spent primarily for the purpose of famine relief; and the liability of the public purse for the provision of such relief has repeatedly been affirmed by Government. The Governor General in Council doubts whether we either could or should propose to a landowner that he should bear the whole cost of such relief on the ground that the work to be done will result in improvement or advantage to his estate; and the more so, because it is notorious that work done (as it is essential that this work should be done) under relief conditions is more costly than it would be if done at ordinary market rates. His Excellency in Council thinks that this excess cost at least must be borne by the State, and that the liability of the zamindar to recoup Government, whether wholly or according to a stipulated proportion, must be measured, not by the cost of the relief given, but by the real value of the work done.

6. In most cases it will probably be easy to settle roughly at the time of the advance the portion of the loan which the landowner may fairly be called on to repay, three-quarters, two-thirds, or one-half, according to the nature of the local conditions. The procedure necessary to secure the recovery of this portion by summary process it will be for His Honour the Lieutenant Governor to consider. There is, first of all, the plan of giving the entire advance under the Improvements Loans Act with a proviso that, if the work is carried out on the conditions imposed, a remission will be made of one-fourth, one-third, or one-half, as the case may be. There is the alternative of giving under the Act only so much as it is decided to recover, but this method leaves little security that the work will be executed at all. And there is a third plan of giving the loan under an agreement somewhat after the pattern attached, which is enclosed for information in case Sir Alexander Mackenzie should wish to make use of a similar document in these cases. Any question as to the legal validity of any such agreements could be very readily solved by an Act on lines similar to those of Bengal Act IV. of 1875. It is entirely for His Honour to decide what procedure he will adopt. But whatever procedure may be decided upon in this respect will, of course, be only as between the Government and the borrower, and will not affect the manner (already explained in paragraph 4) in which Government deals with the expenditure in its own accounts and with reference to its famine relief policy.

7. Subject to the above remarks, all the proposals of your letter regarding these advances are approved. It is understood that you will make a separate communication on the subject of the amount of grant to be made for the purposes indicated.

8. In paragraph 8 of your letter you ask for an expression of the views of the Government of India upon the question of the stage at which people can most conveniently be employed upon village works rather than upon large relief works. The experience of the North-Western Provinces in this matter is described in paragraph 20 of the letter dated 23rd November 1896, which was published in the "Gazette of India" of the 12th instant, and the conclusions there come to were accepted for Behar by the officers who met in conference at Muzaffarpur, in paragraph 27 of their proceedings. On the one hand, the fierce heat of May and June in Upper India is probably unknown in Bengal, but, on the other, the monsoon rains are far heavier in the latter province. And there is more fear of persons who are not really in need of relief finding employment upon village works than upon the more strictly managed relief works. But His Honour has doubtless already given full consideration to the results of the experience of the sister province and to the recommendations of his own officers; and the matter, which is one of administrative detail, must be left entirely in his hands.

9. Finally, I am to say that you will be addressed separately regarding the proposals conveyed in paragraph 4 of the letter under reply.

I have, &c.
DENZIL IBBETSON,
Secretary to the Government of India.

DIARY No. 84 F.

No. 5526 Agri., dated the 28th December 1896.

From M. FINUCANE, Esq., C.S., SECRETARY TO THE GOVERNMENT OF BENGAL,
to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF
REVENUE AND AGRICULTURE

In continuation of my letter, No. 5134 Agri., dated 10th December 1896, forwarding a Resolution, No. 5133 Agri., of the same date, and of my letter, No. 5183 Agri., dated the 12th December 1896, I am directed to submit the following matter for the orders of the Government of India

2. In paragraph 19 of the Resolution referred to, Sir A. Mackenzie recorded his opinion that it was desirable to give advances freely in the distressed areas of Bihar to zamindars, substantial rayats and others, for the purpose of excavating tanks and carrying out other petty works in their own villages; and the sanction of the Government of India was asked in paragraph 6 of my letter, No. 5183 Agri., to the making of these advances without interest. Sanction has now been granted by the Government of India.

The Maharaja of Darbhanga has sanctioned the making of large advances to his tenants for similar works of improvement; and his example will no doubt be followed by other great landowners in Bihar, as well as in the rest of these Provinces. The Maharaja intends to exact no interest on these loans from those rayats who have paid their rents regularly. Instruments executed in favour of Government to secure loans made under the Land Improvement Loans Act (XIX. of 1883) are exempted under Article 12 (u) of the Second Schedule annexed to the Stamp Act (I. of 1879), read with Clause 2 (z) of Act XIX. of 1883, and those executed under the Agriculturists' Loans Act are exempted under Article 8 (a) of Schedule II. appended to Government of India's Notification, No. 5159 S. R., published in the "Gazette of India" of the 2nd November 1895, Part I, pages 892 to 896. The advances that will be made by the Maharaja of Darbhanga and other landowners will not be made for their own profit, because, doubtless, a large proportion of the sum so advanced will finally prove irrecoverable; and Sir A. Mackenzie considers that every facility should be given them in the carrying out of this benevolent intention.

3. I am therefore to request that the Government of India may be moved, under the power vested in them by Section 8 of the Stamp Act (I. of 1879), to exempt from stamp duty instruments executed in favour of private persons for the purpose of securing the repayment of loans made in distressed areas for the objects specified in Section 4 of the Land Improvement Loans Act (XIX. of 1883), and in Section 4 (1) of the Agriculturists' Loans Act (XII. of 1884), during the continuance of the present scarcity, or say, up to the end of September 1897.

No. 104 F.—Dated Calcutta, the 4th January 1897.

From DENZIL IBBETSON, Esq., C.S.I., I.C.S., SECRETARY TO THE GOVERNMENT OF INDIA, to the SECRETARY TO THE GOVERNMENT OF BENGAL, REVENUE DEPARTMENT.

Department of Revenue and Agriculture.—Famine.

SIR,

I AM directed to address you in continuation of my letter, No. 8 F., dated the 22nd December 1896, and with reference to the proposals contained in paragraph 4 of your letter, No. 5183, dated 12th December 1896.

2. That paragraph runs as follows:—

“ In paragraph 13 of the Resolution submitted to the Government of India it is pointed out that many gentlemen of position and local knowledge in Bihar consider that stocks, especially in the less accessible places, are likely to be depleted before private trade can supply the local deficit, and the Lieutenant Governor desires me to submit, for the favourable consideration of the Government of India, the suggestion of the Conference that advances of money might be made by Government at a reasonable rate of interest (say, 6 per cent.) for the purchase in Calcutta of grain from over seas, and for the distribution of this grain in remote areas, it being understood that the persons to whom these loans are made will be allowed to dispose of the grain at their own risk and at their own discretion. It would be necessary to stipulate that the supplies be drawn from other countries than India, and that Government officers should be allowed to satisfy themselves by the occasional inspection of invoices that grain is really being imported into the inaccessible tracts. The Lieutenant-Governor is disposed to think that to make advances on these conditions would not constitute an interference with private trade, and would not be inconsistent with the principles approved by the Famine Commissioners in paragraph 159 of their report. One or more of the persons to whom such advances may be made in inaccessible tracts might be constituted contractors for the supply of grain on relief works, &c., under Section 35 of the Code, and I am directed to request that the Government of India may be moved to sanction this proposal ”

Paragraph 13 of the Bengal Government Resolution, No. 5133, of the 10th December 1896, to which reference is made in the above paragraph, is also quoted below for convenience:—

“ It was brought to the notice of the Conference that many gentlemen of position, local knowledge, and experience in Bihar are of opinion that stocks, especially in the more inaccessible places, are likely to become depleted before private trade could supply the local deficit, and it was suggested for consideration whether, without in any way interfering with private trade, Government might unobjectionably advance money at moderate interest for the purchase of grain imported from Burma or elsewhere, which might be sold or distributed locally without any interference on the part of Government. The Commissioner recommends that the suggestion be accepted “ as the last bulwark against depletion of stocks in out-of-the-way places,” on the condition that grain for which loans are made is in the first instance imported from beyond the seas, and purchased in Calcutta or other distant markets, and that full and adequate security is forthcoming for the repayment of the loans. The Commissioner is also of opinion that such advances should only be made to well-known men who may be trusted not to compete with local bunniahs. In 1873-74 Government sanctioned arrangements whereby, in places likely to be in want, and in which there were not thought to be traders to import food, advances might be made—

(a) To zamindars, planters, or others, on the condition that they would import grain from a distance, and sell it as near as possible at cost price, all expenses included;

(b) To traders and others of safe and responsible character at a moderate interest of 6 per cent, who were to import grain from a distance without any conditions as to the rate or manner of selling it.

Proposals such as were sanctioned under Head (a) in 1873-74 clearly involve interference with private trade and cannot now be entertained; but there appears to the Lieutenant Governor to be no strong objection to advances of money by Government at reasonable interest (say, 6 per cent.) and on adequate security for purchase in Calcutta

of grain, imported or to be imported from beyond seas, and sale or distribution of it in remote areas, provided the persons to whom such loans are given are allowed to sell or otherwise dispose of it at their discretion and at their own risk. The only conditions which it would be necessary to stipulate for would be (1) that supplies are drawn from districts beyond those in which scarcity exists or is apprehended (in the present instance all India), and (2) for occasional inspection of grain invoices (challans), in order to verify that the persons to whom advances are made do really import grain into the inaccessible tracts, and that it was obtained originally outside Bengal or other provinces threatened with scarcity.* No maximum or minimum limit need be put on the amounts of such loans, nor need any distinction be made as to the class of persons to whom such loans may be made as long as they can give sufficient security for repayment with interest, at any time up to the end of 1897, that Government may demand repayment. If the conditions of the loan should be violated the amounts advanced might be realised at once, but otherwise they would not be recovered before the end of 1897.

The question appears to be more one of finance than of interference with trade. It will be submitted for the orders of the Government of India, but meanwhile if, pending receipt of the orders of the Supreme Government, the Commissioner or district officers receive any definite applications for loans for the purpose indicated, they should submit them for the orders of Government."

These proposals practically amount to a scheme for the importation of food grains from abroad into India with funds to be supplied by Government.

3. The question of the importation by Government of food into a distressed tract is fully discussed in paragraphs 152 to 159 (pages 49—52) of Part I. of the Famine Commission Report. The conclusion at which the Commissioners arrived was that, save under very special circumstances which will be considered presently, the only wise course was for Government to rigorously abstain from any attempt to intervene directly in, or in any way to supersede, the operations of private trade. As has been frequently remarked, Government may be able to do more than any one trader, but it cannot do as much as all the traders of the country taken together; while the fact that it can do so much more than any one trader must render every trader unwilling to compete with so wealthy and so powerful a rival. The inevitable effect, therefore, of any attempt on the part of Government to enter the market as a purchaser or an importer on its own account is to gravely discourage, even if it does not wholly paralyse, mercantile activity; and the evil thus done is great, out of all proportion to the actual magnitude of the Government operations, since the uncertainty as to their possible nature and extent creates an apprehension which is fatal to enterprise and initiative in these matters.

4. It is true that in paragraph 155 of their report the Commissioners go on to say, "a resolution to rely entirely on the ordinary operations of trade to meet the wants of the country in time of famine must unquestionably rest, not only on the expected activity of the traders, but also on the probability of the requisite supply of food being forthcoming at the critical time." And they proceed to discuss the improbability, based upon past experience, of distress ever being so widespread in India that the unaffected tracts should be unable to supply the surplus required by those that are affected. Unfortunately, the scarcity that now threatens covers a larger proportion of the whole country than has ever been simultaneously affected in any previous famine of which the Government have particulars; and it is conceivable that under certain circumstances the food supply of the country taken as a whole may prove insufficient, and that it may be necessary to supplement it from abroad. And the difficulty of so supplementing it is one, not of sources of supply, but of time; since it will take several weeks to obtain grain from any source which can be relied upon to meet large demands.

5. But while fully recognising the importance of the question and the gravity of the situation, the Government of India are of the deliberate and decided opinion that they will best serve the end that all have in view by rigidly abstaining from interference. The mercantile community has at its disposal sources of information regarding stocks and demand that is more complete and more reliable than anything which Government can command; and it controls the only machinery by which the needs of the country can be supplied. The Governor General in Council believes that the intervention of Government as a purchaser or importer would do infinitely more harm than good, as it would cripple and discourage the agency which is best able to gauge the need, which is impelled by self-interest to anticipate it, and which alone is able to supply it effectively.

* Page 50 of Correspondence on Famine in Bengal and Bihar of 1873, Vol. I.

6. The functions of Government in the matter should, therefore, be confined to three directions. It should, in the first instance, place freely, fully, and promptly at the disposal of the public all the information of which it is in possession, so as to assist the mercantile community as far as possible in verifying the facts upon which their action must depend. Secondly, it must guarantee that the demand for food in the distressed tracts shall be an effective demand. The fact that there are hungry men in a district is not in itself sufficient to induce a flow of food towards that district in the ordinary course of trade; there must also be money available with which the hungry may pay for it. And this guarantee Government provides by undertaking (as it does) to find work for all who are in danger of starvation, and to pay them at rates which will suffice to buy them a subsistence ration at whatever prices may from time to time be locally current. In the third place, it should, to use the words of the Famine Commissioners, "take care that every possible facility is given for the free action of private trade in the business of the supply and distribution of food, and that all obstacles, material or fiscal, are, as far as practicable, removed." The inward rates for the carriage of grain have already been reduced on all railways, in many cases by the railway administrations themselves, in others by order of Government, and any other facility of the nature indicated that may suggest itself, or to be suggested to Government, will, as far as may be found possible, be immediately afforded.

7. In paragraph 159 of their Report, the Commissioners discuss the cases in which departure from the general principle of non-interference is admissible. They practically fall under two classes, the supply of Government relief works and the case of remote agricultural tracts where the local machinery of trade is insufficient or inactive. To these may be added, as a third class, inaccessible tracts in which, owing to the conformation or nature of the country, the carriage of supplies on a large scale presents difficulties with which local appliances are unable to cope.

8. In the first case Government is clearly bound to arrange for the supply of its own labour. Sections 106 and 107 of the Bengal Famine Code give the necessary discretion; and the following extract from instructions that have been issued in another province are suggestive as to the best mode of action —

"The food trade on a full-sized famine relief charge is greater than that in any ordinary small Indian town, and if special facilities are given to respectable local traders they will be careful not to lose them by selling unsound food or worrying the people with needlessly frequent changes in their prices. Following the principles of the Famine Code, the undermentioned advantages can be offered, among others, in exchange for fair trading: a small grass hut for a shop situated near a drinking place, and within the range of the treasure or other guards; free carriage of grain from the nearest mart, if the trader is willing to sell at the current rates of that mart; prompt and free exchange of all his copper into silver paid into the local treasury to his credit. It is usually quite easy to find several respectable men who can understand the value of such advantages to their trade, and are willing to give honest goods and reasonably steady prices in exchange for them, so long as they are pretty closely looked after.

But it may occasionally occur that a relief work is situated in such a remote locality that private traders are unwilling to go there without other inducements than those noted above. In that case, or in similar exceptional cases requiring exceptional treatment, the collector of the district would be justified in contracting with a grain dealer for the supply of grain on the works for a stated period and on terms to be mutually agreed upon."

9. In the second and third cases it may under certain circumstances become necessary to intervene, as Government was forced to do in the Kumaon Hills in 1889; and the best modes of intervention are sufficiently indicated in paragraph 159 of the Famine Commission Report. But (except in the improbable case of local combination) the action taken should always be by way of help to local traders rather than by way of rivalry with them. As the Commissioners remark, "much caution will be required in every case lest interference should aggravate the evil which it is designed to avert, and have the effect of preventing traders from entering the market while it is being operated upon by the Government"; and the caution against the effect of such fitful intervention is repeated in paragraph 107 of the Bengal Famine Code.

10. In the tract to which your letter refers, the Government of India find no sufficient reason to believe that any part of it falls under the above description.

Portions are mentioned as "remote" and "inaccessible" But no part of the tracts affected would seem to have its centre at a greater distance than 25 miles from a railway station, while it is understood that the roads in North Bihar are no worse than the ordinary roads of the level regions of the country. Should the circumstances detailed in paragraph 159 of the Famine Commission Report as justifying intervention be found to exist in these or any other localities, His Honour the Lieutenant Governor has full discretion to take such measures as may be necessary to ensure that the local supply of food shall not run short. But such action should be strictly confined to definite localities in which inquiry into local facts has convinced the Bengal Government that the danger is present and the necessity for some action in assistance of the local machinery established. When intervention is thus localised, its possible extent is at once defined, and that uncertainty is avoided which is the most fertile source of apprehension in the minds of traders.

11. In the present application the Governor General in Council finds no such limitations. The proposal is rather in the nature of a blank cheque presented for his signature. The object appears to be, not only to throw supplies into certain tracts, but also to secure importation of food-grains from outside India. It is true that the proposal is not that Government should import direct, but only that it should finance a scheme for importation, and that certain precautions, such as the charging of interest, and (in another reference) restriction upon underselling, are taken against interference with private trade. His Excellency in Council doubts whether these conditions would not either be evaded in practice or be found so vexatious as to defeat their own objects. But he is clearly of opinion that the scheme could not be carried into effect without involving such interference, or at any rate, without bearing the appearance and creating the apprehension of such interference. And the appearance in such a case would be almost worse than the reality, since, while producing all its evils, it would carry with it none of its advantages.

12. It is of cardinal importance that no action of a general nature should be taken which might in any way tend to throw doubt upon the steadfastness with which the Government of India adhere to the policy of non-intervention, or to inspire mistrust and uncertainty in the minds of the mercantile community. For these reasons the Governor General in Council finds himself unable to accede to the proposals of the Bengal Government. He differs from its opinion with reluctance, for he heartily recognises the admirable promptitude and thoroughness with which His Honour the Lieutenant Governor has examined and met the situation in Bengal. But His Excellency in Council is satisfied that the need for interference in the particular localities to which the proposals refer is not established, that, should it be established, it can be met in a very much simpler manner; and that the adoption of the principle of these proposals in this limited area might, by unsettling the operations of trade, imperil the food-supply of the entire province, if not, indeed, of every affected region of India.

I have, &c.

DENZIL IBBETSON,
Secretary to the Government of India.

Agriculture—No. 25 (Fam.). Calcutta, January 7, 1897.

From M. FINUCANE, Esq., SECRETARY TO THE GOVERNMENT OF BENGAL,
to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND
AGRICULTURAL DEPARTMENT

SIR,

I AM directed to acknowledge the receipt of your letter, No. 104 F., dated the 4th instant, to which Sir Alexander Mackenzie has given most careful consideration.

2. As it appears to His Honour that the origin and precise scope and intention of his proposals regarding the advancing of loans by Government for the purchase and importation of food-grains into what were deemed by this Government to be inaccessible or remote tracts of Bihar have not been fully understood by the Government of India (or, perhaps, stated as fully by this Government as they might have been), I am now to explain how the proposals in question came to be made, and what their exact intention and purpose was.

3. I am at the outset to state that, even before the Government of India had themselves intimated in Mr. Sly's No. ¹⁹⁸⁸~~403~~, dated 31st October 1896, their intention to refrain from interference with private enterprise in the matter of purchasing or importing grain for famine relief, Sir Alexander Mackenzie had set his face against all proposals submitted to him which appeared to be in any way likely to involve any interference with trade. This determination the Lieutenant Governor publicly expressed in my circular letter No. 7 T.—R., dated 3rd November 1896, which was communicated to all the local newspapers, thus :—

“Government, in accordance with the policy recommended by the Famine Commission, does not intend, under any circumstances, to import grain as it did in 1873-74, or otherwise to interfere with private trade, but adheres fully to the policy of saving life by opening relief works and paying sufficient wages to enable labourers to purchase food in the local markets, and also by giving gratuitous charitable relief to those who are unable to work.”

When, however, His Honour held the Conference at Sonapore on the 20th November, Mr. Lewis, who was manager of the Bettiah Raj, Sir William Hudson, and other gentlemen of local knowledge and experience, extending in some instances back to the famine of 1866, whose motives are known by this Government to be above suspicion, expressed their anxious desire to assist Government and their own tenantry in coping with impending distress, and stated that the stocks of grain in particular localities in Champaran with which they were thoroughly acquainted would soon become depleted, and that they apprehended that many people would die of starvation before private trade would begin to import into such localities.

The collector of the district, Mr. Duncan Macpherson, an officer of ability, experience, and great caution, was also of opinion that distress would be worse than in 1873-74, because “there was no stock to go on with.”*

4. Sir William Hudson drew attention at the Sonapore Conference to the provisions of Section 79 of the Famine Code, and asked what course should be adopted in the event, which he anticipated would come to pass, of a failure of a supply of grain at relief centres in particular localities in Champaran. The collector of Champaran also inquired what action could be taken by him under Section 80 of the Code in the event of prices being forced up as relief works. It will be observed that these sections provide (Section 79) that when an officer receives orders to undertake any relief work, he is to make an estimate of the amount of food which will be required for the number of workers, and to report weekly, or oftener if necessary, to the district officer the condition of the supplies and the rates at which they are sold, and (Section 80) that if it shall appear to the officer in charge of a work that the current prices are excessive, he shall report the matter to the district officer. The collector, apprehending that such a contingency would arise in the particular localities referred to, inquired what he was to do on receipt of such reports. To these questions the Famine Code furnishes no reply. It is true that Section 106 of that Code authorises the payment of wages in grain, in exceptional cases, when the items constituting the ration cannot be procured in the local markets, and the only grain procurable is that imported by Government. The case put before the Lieutenant Governor was this, namely, what is the collector to do when it is reported to him that grain is not procurable in the local markets, and Government has not imported grain. As Government had already expressed its determination not to import, it is evident that the difficulty in the cases anticipated in Champaran could not be met by Section 106 of the Famine Code, since, *ex hypothesi*, there would be no available grain, imported by Government, from which wages could be paid in kind. The Lieutenant Governor, appreciating the difficulty, which is not, His Honour submits, provided for in the Famine Code, replied that he hoped the contingency would not arise, but that, in order to meet emergencies in the cases supposed, grain contractors might be arranged for and advances might be given to them to import grain.†

5. This question was again raised by the same gentlemen, and for the same reasons, at Mr. Lewis' house in Bettiah on the 1st December, before Mr. Finucane.‡ These gentlemen and the collector of the district said they were doubtful whether private traders would import grain sufficiently early to prevent loss of life, even though money

* Pages 6 and 7 of the Proceedings of the Conference.

† Page 8 of the Proceedings of the Conference.

‡ In page 6 of his diary.

for the purchase of it might be given in wages on relief works. Mr. Finucane informed them that, holding the opinion they did, the importation of food for their tenantry should not be left by themselves to chance. They should make definite inquiries from mahajans of their acquaintance, and ascertain whether the latter, as a fact, would import. If so, it was said there would be no difficulty; if not, he thought they might import themselves. Mr. Lewis had already expressed his desire to import grain, and repeated his wish to do so; but as the Bettiah Raj had not funds available for the purpose, he asked again whether Government would give a loan, on adequate security, to enable him to import grain. Some of the other gentlemen of the neighbourhood made similar inquiries, and Mr. Finucane said, in reply, that, in his opinion, the giving of loans for such a purpose, on adequate security at moderate interest, would not involve any interference with private trade so long as Government made no other condition than that of obtaining sufficient security for repayment of the loan. The proposals of these gentlemen were subsequently placed before the conference held at Muzaffarpur, and afterwards submitted for the consideration of the Government of India.

6. It will thus be seen that the proposals of this Government were not meant to be proposals for giving loans for purchase and importation of grain generally, or for financing a large scheme of importation. The Lieutenant-Governor had already fully accepted and publicly explained and emphasised his acceptance of the principles stated in paragraphs 3 to 9 of the letter under reply, and entirely agrees with the views of the Government of India as stated in these paragraphs.

His Honour's proposals had reference only to particular localities described in the Resolution as "inaccessible tracts," which it was, as a matter of course, intended to define precisely, in which the Collector and other gentlemen of great local knowledge and experience had informed him that stocks would soon be depleted, and in respect of which they doubted whether private trade would step in and supply the deficit sufficiently early to prevent loss of life.

The Government of India are apparently under the impression that it was proposed to give advances for the purchase of grain up to any aggregate amount whatsoever; if this be so, I am to express His Honour's regret that his intentions were not made clearer, and to explain that the reference made in paragraph 13 of the Resolution of this Government, dated 10th December, to advances being made without any maximum or minimum limit, was to the limitation imposed in the orders of 1874 mentioned in that paragraph, by which more than Rs. 2,000 could not be advanced to any one person by the Collector, and to another suggestion made, that in no case should an advance be made for a sum of less than Rs. 50,000. As stated in paragraph 7 of my letter No. 5183 Agriculture, dated 12th December 1896, it was proposed to submit estimates showing what the exact amount required would be, and in no case was it supposed that it would be very large. At most only few applications for a limited amount were expected from particular localities of limited area in order to guard against the possibility of disaster in these localities, where the local officers and gentlemen of intimate acquaintance with local conditions and of unquestionable probity anticipated that difficulty would be experienced in providing grain for relief works, gratuitous relief, and local consumption. The Lieutenant-Governor respectfully submits that the description of his proposals given in paragraph 11 of your letter is not correct.

7. It is pointed out in the extract quoted from the Resolution of another Government, in paragraph 8 of the Government of India's letter, that "in exceptional cases requiring exceptional treatment the Collector would be justified in contracting with a grain dealer for the supply of grain on the works for a stated period and on terms mutually agreed upon." This is what, as stated in paragraph 4 above, Sir Alexander Mackenzie at the Sonopore Conference had already, before the publication of the Resolution from which the extract is quoted, suggested as the proper course to adopt, but his Honour ventures to think that action of that kind is not sufficient to meet such an emergency as was contemplated. It does not meet the case in which the supply of grain fails not alone on relief works, but in local markets generally, where, in fact, money is forthcoming for purchase of food grain, but the grain is not to be had in local markets. In such a case, even though the contractor might be able to supply grain on relief works, he would not be able to supply grain to the whole population, and would not, under the terms of his contract, be bound to do so, unless the whole population came on to such works. There appears to Sir Alexander Mackenzie to be no difference in principle between advancing money to a contractor for the purchase of grain to be sold on relief works and advancing money for the purchase of grain to be sold generally in areas where

private trade fails to supply local wants, which are the only areas under consideration. It seems to the Lieutenant-Governor that if in the exceptional cases referred to (where private trade fails) Government advances money to grain contractors for the supply of food to workers on relief works, but not to others, the effect must be to drive the whole population on to relief works, where alone they can obtain food, and thus unnecessarily to swell the numbers to be supported by the State.

It was for this reason that His Honour proposed to make advances for the importation of grain into such localities without making any restrictions as to whether it is to be sold to labourers on relief works or to others, so long as the persons to whom the advances are made import and sell at their own risk, without the interference of Government.

It is true that in a particular reference restrictions on under-selling were suggested, but they were suggested by the applicant himself, in order to show that it was not his intention to make a profit out of the transaction. To evince the reality of his apprehension that private trade would fail in the part of the district in which he is very materially interested, and to show the *bona fides* of his application, the applicant in that case expressed his willingness to sell grain which he proposed to import at cost rates or at *bunmahs'* rates, as Government might desire.

It was proposed to confine loans to persons who undertook to import grain from beyond seas solely in order to increase the local supplies without reducing the stock in other parts of India which are themselves threatened with scarcity.

8. In paragraph 10 of your letter it is said that should the circumstances detailed in paragraph 159 of the Famine Commissioner's Report as justifying intervention be found to exist in any localities the Lieutenant-Governor has full discretion to take such measures as may be necessary to ensure that the local supply of food shall not run short. But such action should be strictly confined to definite localities in which inquiry into local facts has convinced the Bengal Government that the danger is present and the necessity for some action in assistance of local machinery established.

Paragraph 159 of the Famine Commissioner's Report lays down that in districts in which communications or the means of transport are defective, or generally in the event of well-ascertained slackness on the part of the local traders to prepare for an emergency, Government might give assistance *inter alia* by advancing money to merchants to lay out in trade

These, I am to submit, are the conditions which are believed by this Government to exist in the particular tracts to which, as explained above, the proposals of the Lieutenant-Governor related.

9 As to defective communication in the Ramnagar tract in Champaran, the Collector, writing on 10th November 1896, said :—

"The western portion of the tract lying in Bagaha thana can be got at by the road from Bettiah to Bagaha *via* Parsa. The distance from Bettiah to Ramnagar, Hardih and Bagaha, is 28, 26 and 35 miles respectively. There is a road 22 miles long across the tract from Shikarpur to Bagaha *via* Ramnagar. Fair-weather tracts, badly kept up, run from Ramnagar to Harnatanr in the north-west of the tract, a distance of 24 miles, and from Hardih to Biknathou, a distance of 18 miles. With these exceptions, the tract is without regular communications, the country to the north-east of Ramnagar being particularly defective in this respect, but in the dry season supplies could be taken on carts and pack-bullocks to almost every place where relief work might be opened, and tracts sufficient for such purposes could soon be opened out everywhere."

And as to the slackness of trade, he wrote on the 17th December as follows :—

"There seems to be a pretty unanimous opinion that (the food supply) will be very seriously deficient, and grave doubts are expressed as to the ability of private enterprise to meet the wants of the people at the proper time. So far, however, supplies have been forthcoming sufficient to meet the local demand."

It seemed to Sir Alexander Mackenzie that the conditions contemplated by the Famine Commissioner's Report did exist in this tract, and that though supplies were forthcoming in December, when the rice crop was being harvested, he would, in view of the opinions of those best acquainted with the local conditions, be running a very grave risk if he were to leave the supply of food for the future, in this tract, entirely to private trade; hence proposals were submitted to provide for them, which His Honour thought to be entirely consistent with the policy of the Government of India. In view of the opinions of the local officers, His Honour thought that he had sufficient grounds for thinking that there was serious danger of a breakdown in this particular tract, and therefore submitted proposals to avert such a calamity, which

he considered would not involve any interference with trade. The Lieutenant-Governor regrets that he has no information before him which would justify him in modifying the opinion that the danger still exists. On receipt of your letter, His Honour has again asked the Collector of Champaran to report on the subject, and that officer has replied by telegram that he does not think that such petty traders as exist will supply the grain required in the Ramnagar tract, that outside merchants are not likely to import there unless prices are distressingly high, that already rice sells there at 8 seers the rupee, against 9½ in the margin of the tract, the difference in price being far greater than the cost of carriage, and that prices are higher rather than lower, notwithstanding the rain that fell within the last week.

Sir Alexander Mackenzie hopes that the danger is not as great as is feared by the local officers, and is reluctant to press his views in opposition to those of the Government of India; but as the local officers still think the danger is real and imminent, his Honour thinks it right to invite the Government of India to reconsider their orders in view of the explanations now given.

I have, &c.
M. FINUCANE,
Secretary to the Government of Bengal.

No. 298—45—22. Dated Calcutta, January 20, 1897.

FROM T. W. HOLDERNESS, Esq., C.S., DEPUTY SECRETARY TO THE GOVERNMENT OF INDIA, to the SECRETARY TO THE GOVERNMENT OF BENGAL, REVENUE DEPARTMENT.

Sir,

I AM directed to acknowledge the receipt of your letter No. 5 (Famine), dated 7th January 1897, in which you explain that the proposals of His Honour the Lieutenant-Governor, as conveyed in paragraph 4 of your letter No. 5183, dated 12th December 1896, have been misunderstood. The Government of India cordially acknowledge the definiteness of the Lieutenant-Governor's public pronouncement, in his Resolution of 3rd November 1896, of his loyal adherence to the policy of non-interference with private trade, and welcome his reiteration of that adherence in the present letter. They certainly understood, however, that the original proposals of the Bengal Government were of a far more general nature than those now set forth; and while they regret the misunderstanding, they think that in view of the wording of the earlier letter it was not unnatural.

2 It now appears that His Honour is of opinion that in certain parts special local circumstances exist, which justify and indeed require the active intervention of Government in order to supplement the action of local trade in the matter of food supply. And the Government of India understand that the Lieutenant-Governor wishes to have power to intervene in two distinct ways; first, by making special arrangements for the supply of grain to the workers upon Government relief works; and, secondly, by making advances when necessary to certain large zamindaris in order to enable them to purchase grain for the support of their raiyats.

3. In the first case, paragraph 8 of my letter No. 104 F., dated 4th January 1897, seems to give the necessary authority. Every effort should be made to arrange for the supply of the necessary grain through the traders of the locality, or of the immediate neighbourhood, or, if this cannot be arranged, of the central grain marts of the district. If, however, the Bengal Government is convinced in any tract, either that it is impossible to make such arrangements or that the local traders have entered into a combination to raise the price of grain unduly, then it is bound to make other arrangements for the supply of the requisite grain; and it is at liberty to make these arrangements in such manner as may seem best to it, without further reference to the Government of India. If it should become necessary for this purpose to make advances to traders for the supply of the relief workers, the advances should bear interest at a rate not lower than 6½ per cent.; in every case the action taken should be such as to assist and stimulate and not to supplant the ordinary course of business, and should be discontinued as soon as it appears that intervention is no longer necessary.

4. The question of loans to large zamindars, such as the Bettiah Raj, is a question

apart. In the Despatch in which they reviewed the Famine Commission's Report, the Government of India wrote :—"The fulfilment of their duties to their dependants by large landowners should be strongly insisted on," and the Secretary of State concurred. It is the duty, as well as the interest of large landlords, to do all that can be done to assist their raiyats in struggling with the troubles that are before them; and if, in any case, such a landlord is unable to do his duty in this matter for want of funds, and the Bengal Government is satisfied that the security for repayment of an advance is sufficient, and that the advance will be *bonâ fide* applied to the relief of distress, the Government of India are ready to consider proposals for such advances. They would, however, prefer to give them in general aid of the estate's expenditure on relief, rather than for any specified purpose, such as the purchase of grain. And care must be taken, in all such cases, that money thus procured from Government is not employed to compete with local trade outside the limits within which the estate is directly interested in keeping the raiyats on their land. These remarks apply also to estates under the management of the Court of Wards, where it is specially incumbent upon Government to do for the raiyats of the estate all that a good landlord should and would do.

5. His Honour the Lieutenant-Governor will see that the above remarks are little more than an expansion of the previous orders which he invites the Government of India to reconsider. His Honour's proposals were, however, understood by the Government of India to be of a far wider and more general nature than he now appears to have intended. As regards the more limited sense in which the Lieutenant-Governor now explains them, I am to say that the Government of India still adhere emphatically to the general policy of non-interference with private trade. They fully recognise, however, that exceptional circumstances may arise which justify and, indeed, necessitate a temporary and local departure from this policy. These circumstances are conveniently summarised in paragraph 159 of the Famine Commission's Report. Whether, in the particular case now under consideration, or in any other similar case, these circumstances exist so as to necessitate interference, and in what way that interference, if necessary, can best be effected, are questions the responsibility of answering which must of necessity rest with His Honour. The Government of India are fully satisfied that he is at one with them as regards the main principle to be observed; and they desire, therefore, to leave him full discretion in the matter of such local exceptions to it as special circumstances may justify.

I have, &c

T. W. HOLDERNESS,
Deputy Secretary to the Government of India.

Agriculture, No. 5259. Calcutta, December 16, 1896.

From M. FINUCANE, Esq., SECRETARY TO THE GOVERNMENT OF BENGAL,
to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND
AGRICULTURAL DEPARTMENT.

Sir,

In continuation of this office letter No. 4549 Agriculture, dated the 18th November 1896, submitting, with the remarks of His Honour the Lieutenant-Governor, the report drawn up by the Commissioner at Patna under Section 9 of the Famine Code, and of this office letter No. 4868 Agriculture, dated 30th November 1896, submitting Mr. Bourdillon's report under Section 13 of the Famine Code for the first fortnight in November, I am now directed to lay before the Government of India Mr. Bourdillon's report for the second fortnight of November, together with the reports of the district officers, upon which the Commissioner's fortnightly reports are based, as well as a memorandum prepared by Mr. Bourdillon, in which he estimates the numbers likely to need relief and the probable expenditure upon relief works in the Patna Division.* I am also to submit the following general report upon the prospects of the crops and the probability of distress, and the measures which are being taken to combat distress, both in that division and in the rest of Bengal.

2. Since the report of the 18th November was submitted, His Honour the Lieutenant-Governor has taken the opportunity afforded by the assemblage of non-official and official gentlemen at the Soanepore Fair to hold a conference, at which the outlook in Behar was discussed; the Honourable Mr. Finucane has more recently been on tour

* These papers are not reprinted.

in North Behar, and was present at an official conference at Muzaffarpur. His Honour has recorded a resolution upon the notes of the tour and of both conferences; and these documents have been submitted to the Government of India, with the communications noted below.* † Further, the orders of the Government of India on certain financial and other matters have been asked for in my letter No. 5183, Agriculture, dated the 11th December.

3. In paragraph 15 of my letter of the 18th November, the Lieutenant-Governor expressed the hope that the out-turn of this year's crops and the amount of the stocks in hand had at first been under estimated, and the area likely to be affected over-estimated, by Mr. Bourdillon and the district officers. The number of persons likely to require relief had also, it was thought, been under estimated. The reports now before His Honour show that, taking the division as a whole, this surmise was a correct one; but as regards the estimates of numbers who will require relief, Mr. Bourdillon explains that the number (174,000) previously given by him was intended to cover only those who will require relief during the few months following the date of his report, namely, December, January, and February, and not the much greater numbers who will need relief from March to September. The rain which fell in the districts of South Bihar (Patna, Gaya, and Shahabad) on the 22nd and 23rd November made the *rabi* crops in those districts practically safe; and assuming that the similarity between the meteorological phenomena of the present year and those of 1873-74, to which Mr. Bourdillon directed attention in his report of the 11th November, will continue, and that, as in that year, each district may expect to receive in the months of December, January, February, and March from 1'44 to 1'80 inches of rain, the Commissioner now estimates the out-turn at 16 annas in all three districts. With regard to the districts of North Bihar, he adheres to his original estimate of a 10-anna *rabi* crop in Muzaffarpur and an 8-anna *rabi* crop in Champaran, Saran, and Darbhanga.

The rainfall has had little or no effect in lowering the prices of food-grains, which are still at famine rates in the whole of Bihar, and, indeed, throughout Bengal.

4. Besides rendering the *rabi* crop practically safe in South Bihar, the rain to some extent benefited the rice crop in that part of the division; and the irrigation operations of the Sone Canals have been unprecedentedly successful, the area irrigated having exceeded the previous maximum by 11 per cent., so that for Shahabad Mr. Bourdillon is now able to estimate an out-turn of 50,35,000 maunds in place of the 24,06,000 maunds estimated in his report of the 11th November. These facts have, it may be said, practically removed from the danger of distress the whole of the Patna Division south of the Ganges, excepting only an area of 229 square miles in the Patna district, with a population (including that of three towns) of 420,092, and possibly an area in the Bhabhua subdivision, which is now being visited by Mr. Bourdillon. In North Bihar the rainfall was very slight, except only in those tracts lying along the left bank of the Ganges, in which the *rabi* crop was already practically safe. The Lieutenant-Governor considers, however, that the whole district of Saran, with the exception of a rice-growing tract of 766 square miles in the Siwan and Gopalganj subdivisions, may be excluded from the area likely to be seriously affected by distress; and that it is very doubtful whether relief works will be required in the rest of the district. It is also possible to exclude from the area likely to be affected large portions of the Hajipur subdivision of Muzaffarpur and the Samastipur subdivision of Darbhanga, or 700 square miles in the former district and 414 square miles in the latter. On the other hand, in the zone which runs along the Nepal frontier throughout the Darbhanga, Muzaffarpur, and Champaran districts, which is mainly a rice-growing tract, the failure of the rice crop is now found to be even greater than was at first supposed. The general condition of this tract causes the gravest anxiety.

5. I am now to summarise the information available with regard to the particular tracts in which distress is anticipated, both in the Patna and other districts.

Patna district.—An area of 229 square miles, with a population of 420,092 is all that is now reported as affected in this district. This includes the towns of Patna, Dinapore and Bihar, with an aggregate population of 257,334; and the whole of the Islampur thana, and two thirds of the Dinapore and Maner thanas. These are rural tracts, having a population of 162,758, and an area of 210 square miles. They have been

* 1 Letter No. 4748 Agriculture, dated 26 November 1896.

† 2. Letter No. 6134 Agriculture, dated 10 December 1896.

described as "affected" because of the failure to a large extent of the rice crop; but the prospects of this crop were to a certain extent improved by the rainfall of 22nd November, which also facilitated further sowings of rabi. The out-turn of the rice-crop is estimated at six annas in thana Islampur. Test relief works were opened at six places in this rural area. None of them was largely attended, although the wages given appear to have been higher than is allowed by the Famine Code, and they have therefore been closed. Altogether it is very doubtful whether relief measures on a considerable scale will be required in this district; and certainly they will not be required until May or June. The Collector is convinced that the stocks of food-grain are sufficient, and the communications in the district which is served throughout its length by the main line of the East Indian Railway leave nothing to be desired.

6. *Saran district*.—The area affected in this district may now be reduced to a tract of about 766 square miles in the north-east, with a population of 665,830, namely, the whole of the Gopalganj subdivision, excluding the *dara* lands on the Gandak river, and the almost adjacent pargana Chewbar in the Siwan subdivision. This is a rice-growing country, and it is owing to the failure of that crop that distress is apprehended. The out-turn is estimated at two to three annas. Taking 8 per cent of the population of this tract as being likely to require relief, the Commissioner estimates the number at 53,266. The rabi crop is here of little importance, and distress is likely to continue until a good *bhadoi* harvest is reaped, that cannot be until the September of next year, and nine months may therefore be taken as the period during which the above number will require relief.

Test relief works have been opened at two places in the Gopalganj subdivision, but they have not been conducted in strict accordance with the provisions of the Famine Code, the task exacted being much too low, and they have consequently little value as a test of future requirements. Loans and advances are being freely given both by the district authorities and the Hatwa Raj, on behalf of which the Court of Wards has recently sanctioned the purchase of 50,000 maunds of grain. Information as to the stocks of grain is not at present available, but imports are increasing, and as Saran is a district which imports largely in ordinary years, it should be better able than other districts to provide for its own requirements in the present year.

7. *Champaran district*.—The condition of this district is at present most serious. The three tracts noted below* which are now reported as requiring immediate relief have an aggregate area of 570 square miles and an aggregate population of 271,415. They grow almost nothing but rice, and in the Ramnagar tract the soil is for the most part hard clay and unsuited for *rabi* cultivation, unless heavily irrigated. Both the *bhadoi* and *aghani* rice crops have proved an almost entire failure, and the Collector forecasts that distress will continue in all three tracts until the next *bhadoi* harvest is gathered, but will be mitigated in the Araraj and Madhuban tracts if there are fair cold-weather rains to help on the *rabi* crop. Unfortunately these latter tracts together extend over 165 square miles only, considerably less than one-third of the entire area that is acutely distressed. In the Ramnagar tract there is no hope of improvement until the next *bhadoi* harvest; special endeavours have, however, been made to encourage cultivators in sowing *rabi*. Besides these tracts, an area of 2,022 square miles—practically the whole district, except hills and jungles—has to be placed in the "less seriously affected" class; and the Collector considers that a large portion of it will require relief within a very few weeks. The Commissioner calculates that only 5 per cent. of the whole population of the 2,592 square miles is likely to be affected, and that the following numbers will require relief—13,570 persons for 10 months (in the three acutely distressed tracts), and in addition 39,466 for nine months, 13,082 for eight months, and 7,345 for six months. The information regarding food stocks is still incomplete; importation has indeed begun, but on a very trifling scale. The communications of the district are fairly adequate, except in the north-east of the Ramnagar tract, which is 50 miles removed from the Bettiah Railway terminus.

The scarcity has as yet had no decided effect upon the public health, but the north of Bettiah subdivision (the Ramnagar tract) is always unhealthy, and here the physique of the poorer classes is beginning to deteriorate. A further indication of scarcity is found in the increase of thefts and burglaries reported during the month of November, when 209 cases were reported, against 144 in November 1895.

Eight test relief works have been opened, and all but one (the site of which was ill-chosen) have been continued as permanent relief works. During the second fortnight

* The Ramnagar, Araraj, and Madhuban tracts.

of November a daily average of 1,330 male units was employed on these works; the wage given was not at first calculated according to the provisions of the Famine Code, but the mistake has now been corrected. A number of works have been undertaken specially to provide employment for the needy by leading indigo-planters and by the Bettiah Raj. Advances have been made for the digging of wells, in order, as already stated, to facilitate the sowing of the *rabi* crop and to secure the *rabi* crops already sown.

8. *Muzaffarpur District*.—The area of this district is 3,005 square miles; and of this only 700 square miles can be regarded as quite safe. Of the remainder, an area of 1,851 square miles with a population of 1,660,000 is considered to require relief works from 1st January, and an area of 454 square miles with a population of 352,857 is expected to require them from the 1st April. The portion of the district that is held to be safe consists of the Hajipur thana (the very fertile tract which lies along the bank of the united Ganges and Gandak) and of scattered areas mostly in the neighbourhood of the lesser rivers. The parts most affected by distress are the Sitamarhi subdivision and the Katra Thana of the Sadar subdivision. These are mainly the Sitamarhi subdivision, almost entirely rice-producing tracts, and it is to the failure of this crop that distress is due. *Alua* (yams) have been cultivated in the Sitamarhi subdivision to a far greater extent than is usual, and a commendable effort made with much success by Mr Russell, c.s., the Subdivision Officer, to encourage the cultivation of *rabi* by means of temporary wells. The Lieutenant-Governor has sanctioned for this purpose a reward of 1 rupee to be paid by Government for each well that is made. No considerable improvement in the condition of the district can, however, be expected before the next *bhadai* harvest; and taking 8 per cent. of the population in the tracts affected, Mr. Bourdillon estimates that 132,800 persons will require relief for nine months, and 28,228 persons more for six months. Two test relief works were opened in November; but the numbers which attended them were very small, as employment was at the time to be found in cutting the rice crop and in preparing indigo lands, but these openings for employment have either been already closed or will be closed very soon. Scarcity does not appear as yet to have had any appreciable effect on the death-rate; and the condition of the people in this district is clearly better than in those of Champaran and Darbhanga which adjoin it on either side. It has not yet been found possible to estimate the amount of the food-stocks, but the railway statistics show that as regards such slight external traffic as exists, the imports exceed the exports.

9. *Darbhanga District*.—The crops of this district present characteristics similar to those of the adjoining district of Muzaffarpur. The northern portion, including the Madhubani subdivision, is a purely rice-producing tract, the south is a fertile *rabi* country, and the central portion unites both conditions. As in Muzaffarpur, the *rabi* crop has been benefited by the recent rain to some extent, and Mr. Carlyle, the Collector, now sees no reason why an average *rabi* crop should not be expected over the whole district south of Darbhanga town. Even in the north, the *rabi* crop is germinating better than was expected. Acute distress is expected in an area of 2,044 square miles at the end of December, this tract has a population of 1,720,000 approximately, and covers generally the purely rice-growing country in the centre and north of the district. In an area of 674 square miles, with a population of 545,000, relief works will not probably be required before the 1st March, and in an area of 203 square miles before the 1st May; but in portions of the former area, and throughout the latter, there has been a good rice crop, and possibly there may be no distress. The out-turn of rice of the whole district is not estimated at more than five annas, and the failure has been most complete in the tracts in which rice is the principal crop. Distress cannot therefore be expected to diminish until the next rice harvest. Taking 8 per cent. of the population as requiring relief from the dates above given until the next *bhadai* harvest, the Commissioner estimates that 37,600 persons may be expected to require relief for nine months, 43,600 more for seven months, and 14,800 for five months. Three test works only have been opened so far, but relief works are now being actively organised.

A considerable excess of exports over imports still continues from the Darbhanga district, and it is feared that the people have been induced to part with much of their reserves from the *bhadai* harvest. The information available regarding the food-stocks generally is very scanty. An indication of distress is afforded by the jail observations of the physique of convicts admitted during the month of November; 56 per cent. of the whole number were admitted in bad health, against 43 per cent. in November of 1895.

10. The three districts in which distress is most serious border on Nepal; and the tracts of those districts most acutely affected immediately adjoin the boundary. The Nepal authorities have recently forbidden exports of grain and prohibited British subjects

from crossing the frontier, whether to reap the rice harvest or to cut and sell jungle produce; and it is feared that grazing may be forbidden also. If this should be so, the consequences cannot fail to be serious; for it is reported that 60 per cent. of the cattle from the northern thanas of Muzaffarpur are taken across the frontier to graze even in ordinary years, and the custom in North Darbhanga in this respect is much the same. The Lieutenant-Governor would invite the attention of the Government of India to this action on the part of the Nepal Darbar.

11. In the foregoing paragraphs Mr. Bourdillon's estimates of the relief required in each district have been given. Sir Alexander Mackenzie has accepted them in their entirety, and considers that, far from being in any way exaggerated, they have been prepared with great care and moderation. The estimated cost has been calculated by taking what, according to the Famine Commissioners, is a very moderate percentage of the population in the areas affected, as being likely to require relief by reducing all the figures of persons employed on relief works and on receipt of charitable relief to terms of one day, and by calculating that one anna will cover the expenses of relief for one unit per one day. This rate of wage and of relief ration has been calculated at even less than the present prices of grain, but it must be remembered that if these prices rise instead of falling (as it is far from unlikely that they may do), the average daily cost will be considerably more than one anna. It was much higher in 1873-74, as the subjoined table shows, and was also higher in all the scarcities that have occurred since that time. This table shows the estimated expenditure to be incurred on famine relief in the Patna Division up to the end of September next (the period of the bhadori harvest), calculated on the principle above described. The cost of the relief works which may possibly be required in parts of the Patna and Shahabad districts has been left out of account.

| DISTRICT. | Number to be Relieved for one Day. | | Cost. | | Rate per Head per Diem. | |
|-------------------|------------------------------------|-------------|-------------|-----------|-------------------------|----------|
| | 1873-74 | 1896-97. | 1873-74. | 1896-97. | 1873-74 | 1896-97. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | | | Rs. | Rs. | A. P. | A. P. |
| Saran - - - - | 35,647,284 | 14,381,820 | 31,53,939 | 8,98,863 | 1 5 | 1 0 |
| Champanan - - - | 17,187,600 | 19,188,600 | 16,30,966 | 11,99,287 | 1 6 | 1 0 |
| Muzaffarpur - - - | 38,970,772 | 40,937,040 | 26,81,372 | 25,68,565 | 1 1½ | 1 0 |
| Darbhanga - - - | 78,743,304 | 48,528,000 | 61,64,810 | 30,33,000 | 1 3 | 1 0 |
| Total - - - | 170,548,960 | 123,035,460 | 1,36,30,596 | 76,89,715 | — | — |

It will be noticed that with similar meteorological conditions and similar reported crop out-turns, the estimated expenditure is only about half of what was incurred in 1873-74, and does not take into consideration the loss sustained by sale of grain imported by Government in that year.

12. The following statement shows that the expenditure which it is anticipated by the Commissioner will have to be incurred on famine relief before the close of the present financial year amounts to about 22 lakhs of rupees:—

| DISTRICT. | Number of Persons to be Relieved for one Day during the First Year, 1896-97. | Cost during 1896-97. | Rate per Head per Diem. |
|-------------------|--|----------------------|-------------------------|
| 1 | 2 | 3 | 4 |
| | | Rs. | A. P. |
| Saran - - - - | 4,793,940 | 2,99,621 | 1 0 |
| Champanan - - - | 5,965,260 | 3,72,825 | 1 0 |
| Muzaffarpur - - - | 11,952,000 | 7,47,000 | 1 0 |
| Darbhanga - - - | 13,692,000 | 8,55,750 | 1 0 |
| Total - - - | 36,403,200 | 22,75,196 | 1 0 |

These estimates do not include cost of establishment, tents, implements, and various other items of famine relief administration, but on the other hand, they take no account of assistance which it is expected will be rendered by zamindars, substantial village headmen, and other private individuals in opening up relief works in their estates and villages, thus reducing the numbers to be maintained at the expense of the State.

The Lieutenant-Governor has received assurance of help of this kind, on a large scale, from the Maharaja of Darbhanga and other great landed proprietors in Bihar. His Honour has no doubt that such aid will be forthcoming, but with every desire to avoid unfounded alarm and unnecessary expenditure, Sir Alexander Mackenzie still feels that it would not be safe to say that the total amount estimated for by the Commissioner may not have to be incurred. As has been already pointed out in the Resolution referred to in paragraph 2 above, the failure of the rice crop in purely rice-growing tracts entails more severe and protracted distress than the failure of any other single harvest can do in areas which largely grow rabi and bhadoi crops. Though this Government will make every possible effort to avoid, and has taken every precaution to guard against waste, His Honour cannot feel assured that the Commissioner's estimates, high as they are, may not have to be exceeded.

13. I am now briefly to notice the prospects in the other divisions.

Orissa Division—As in the Patna Division, there was some slight rain in parts of Orissa on the 24th and 25th November 1896, but not enough to do any good to the standing crops. There is, however, an easier feeling in the rice market now than before, owing to the new rice coming in, and labourers are finding employment in the fields and on railway and District Board works. Although there is no actual distress, yet in Orissa the outlook in parts of the division, like Deogau in Cuttack, and Mallood in Puri, is reported to be gloomy, and it is, according to the Commissioner, certain that relief works on an extensive scale will have to be provided in the months of March, April, and May. The budgets of the District Boards for this and the next year will be revised accordingly, but it is of great importance that the earthwork on the railway in Cuttack, Puri, and Balasore should, if possible, be continued till the beginning of the next rains.

14. *Rajshahi, Chittagong, and Dacca Divisions*—In the Rajshahi Division certain parts of the districts of Rajshahi and Pabna are giving anxiety. The Commissioner is now on a visit to these tracts, and His Honour awaits a full report from him under Section 9 of the Famine Code. The Commissioner of the Chittagong Division anticipates a high range of prices till the next autumn crop comes into the market, which may cause some distress among the landless labourers, but no actual scarcity is apprehended in any of the districts in that division. As regards the Dacca Division, the position remains practically unchanged since the date of my last report.

15. *Presidency Division*.—The worst tract in the Presidency Division is an area of 477 square miles, with a population of 262,000, in the Sakhma sub-division of the district of Khulna. Winter rice is the only crop grown in this area, and owing to an influx of salt water in the preceding year and shortness of rainfall in this, the out-turn of the crop during the current year is estimated at only two annas, while last year there was not more than a six-anna crop. It is reported that rice is being imported from Calcutta by small local dealers, and the Commissioner, who was directed to visit the tract, found the selling price of rice to be 4·8 rupees a maund, or about nine seers the rupee. Sanction has been accorded to test works being opened in strict accordance with the provisions of the Famine Code, but the local officers have been directed to make a further careful inquiry, the results of which have not yet been reported to the Lieutenant-Governor. Certain areas, aggregating 379 square miles, with a total population of 168,571 persons, in the Sadar and Meherpur sub-divisions of the Nadia district, are also reported to have a very short rice crop. The out-turn of the aus or autumn rice crop is reported to have been not more than six annas, and that of winter rice is said to be only one anna. These estimates appeared to the Lieutenant-Governor to be too low, and the local officers have been asked to make further inquiries and submit fuller information. In Jessore also the out-turn of the winter rice crop has been very poor, and distress is likely to be felt in parts of the district. But no report under Section 9 of the Famine Code has yet been received, and this Government is not now in a position to furnish more precise information.

16. *Bhagalpur Division*.—There is at present no distress in any part of the

Bhagalpur Division, but the Commissioner writes that although the agricultural position of the division is infinitely better than it was at a corresponding period in 1873-74, and although there is no reason to despair of the rabi harvest, and money and work are still plentiful, it cannot be hoped that it will escape the distress which is impending over so many other parts of India, because of the drain on its resources and the high prices prevailing.

17. *Chota Nagpur Division.*—The out-turn of the winter rice crop in the district of Hazaribagh, previously reported at from 5 to 6 annas, is now estimated at 7 annas. Prices still continue to be very high, although they are reported to be slightly easier. Some distress, is however, apprehended, and orders have been issued for test works to be opened and charitable relief to be given where necessary. Of the other districts in the Chota Nagpur Division, Manbhum and Palamau give cause for anxiety, and as a means of relief, the reserved and protected forests in the Bhota Nagpur Division, and also in the Sonthal Parganas and in Puri and Angul, have been thrown open to the public to collect mahua and other edible forest produce free of charge.

18. The tabular statements required under Section 29 of the Code are herewith submitted.

A map of the affected areas in the Patna Division is also annexed.

I have, &c.
M. FINUCANE,
Secretary to the Government of Bengal.

Monthly Famine STATEMENT A. for the four weeks ending Saturday evening, the 28th November 1896.

| DISTRICT. | Area of the District. | Population in Thousands. | Affected Area. | Estimated Population in Thousands of Area in Column 4. | NUMBERS OF RELIEF WORKS ON LAST DAY OF MONTH. | | | | | Numbers on Gratuitous Relief. | PRICES OF PRINCIPAL FOOD-GRAINS | | | | | | MONTHLY DEATH-RATE | | Deaths to Starvation. | |
|------------------------|-----------------------|--------------------------|----------------|--|---|---------|---------|---------|-------|-------------------------------|---------------------------------|----------|---------|---------|-------------|--------------|--------------------|-----------------------|-----------------------|------|
| | | | | | Class A | Class B | Class C | Class D | Total | | Common Rice. | Wheat. | Barley | Maize | Gram | Marua. | In the District. | In the Affected Area. | | |
| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. | 9. | 10. | 11. | 12. | 13. | 14. | 15. | 16. | 17. | 18. | 19. | 20. | |
| <i>Patna Division.</i> | | | | | | | | | | | | | | | | | | | | |
| | Sq. miles. | | Sq. miles. | | | | | | | | Srs. ch | Srs. ch. | Srs. ch | Srs. ch | Srs. ch. | Srs. ch. | | | | |
| Patna - - - - | 2,082 | 1,772 | 229 | 490 | 49 | - | - | - | 49 | - | 8½ to 11 - | - | - | - | 11½ to 14 - | 10 to 12 8 - | - | 2 41 | 2 85 | Nil. |
| Shahabad - - - - | 1,801 | 2,003 | 400 | 115 | 479 | 441 | - | - | 920 | - | 8 8 | - | - | - | - | - | - | Not known | - | - |
| Saran - - - - | 2,951 | 2,468 | 768 | 665 | 24 | 14 | - | - | 38 | 17 | 9 6 | - | - | 12 - | - | 13 10 | - | 2 4 | 2 73 | Nil |
| Muzaffarpur - - - - | 3,005 | 2,712 | 1,851 | 1,000 | 6 | - | - | - | 6 | - | 8 8 | - | - | 12 8 | - | 15 8 | - | 2 68 | 2 68 | Nil |
| Champaran - - - - | 3,531 | 1,860 | 570 | 271 | 620 | 1,839 | 61 | 85 | 2,405 | - | 9 - | 9 - | 9 8 | - | 11 8 | - | - | 2 91 | 2 95 | Nil |
| Darbhanga - - - - | 3,335 | 2,801 | 2,044 | 1,720 | 287 | - | - | - | 287 | 12 | 10 - | - | - | 13 - | - | 15 - | - | 2 01 | 1 92 | Nil. |
| TOTAL - - - - | 15,905 | 13,574 | 5,860 | 4,651 | 1,465 | 2,094 | 61 | 85 | 3,705 | 29 | - | - | - | - | - | - | - | - | - | - |

N B.—The statement for Gaya is blank.

Monthly Famine STATEMENT B. for the four weeks ending Saturday evening, the 28th November 1896.

| DISTRICT | Maximum number for whom Employment on Relief Works is estimated to be required in case of serious Famine. | Number for whom Relief was provided in last Programme of Relief Works. | | Number for whom Relief can be provided by Works remaining on Programme on date of Report. | | Expenditure since 1st April 1896 | | | Advances since 1st April 1896 up to end of the month under | | Revenue Suspended |
|------------------------|---|--|-----------------|---|-----------------|-------------------------------------|------------------|-----------------------|--|---------------------------|-------------------|
| | | On Large Works | On Small Works. | On Large Works | On Small Works. | Date up to which Account is made up | On Relief Works. | On Gratuitous Relief. | Land Improvement Loans Act. | Agriculturists Loans Acts | |
| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. | 9. | 10. | 11. | 12. |
| <i>Patna Division.</i> | | | | | | | | | | | |
| | | For 90 days | For 90 days. | For 90 days | For 90 days | | Rs. A P | Rs. A. P | Rs. A P | Rs. A. P. | Rs A P |
| Patna - - - - | 177,090 | 3,340 | 15,123 | 3,240 | 15,123 | 30th November 1896 | 638 11 - | - | - | - | - |
| Shahabad - - - - | 39,999 | 28,081 | 11,528 | 28,081 | Not reported. | 28th " | 1,988 2 - | Not known. | 3,150 - - | 14,874 - - | Nil |
| Saran - - - - | 32,290 | 42,891 | 7,677 | 42,091 | 7,351 | 28th " | 22 5 9 | 5 9 2 | 2,154 4 - | 18,712 4 - | Nil |
| Muzaffarpur - - - - | 86,086 | 7,159 | 79,781 | 7,159 | 79,781 | Accounts not yet made up | about 125 - - | - | 300 - - | 3,238 - - | Nil. |
| Champaran - - - - | 250,000* | 41,315* | 140,054 | 41,315* | 139,407 | 28th November 1896 | 2,262 3 8 | Nil. | Nil | 2,275 - - | Nil |
| Darbhanga - - - - | 351,964 | 138,478 | 213,486 | 138,478 | 213,398 | 28th " | 537 5 9 | 8 10 - | Nil | Nil. | Nil |
| TOTAL - - - - | 880,979 | 261,164 | 467,629 | 260,364 | - | | 5,573 14 2 | 9 3 2 | 5,804 4 - | 40,097 4 - | - |

N B.—The statement for Gaya is blank.

* Including railways.

Agriculture—No. 118 Fam Calcutta, January 15, 1897.

From M. FINUCANE, Esq., SECRETARY TO THE GOVERNMENT OF BENGAL, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

IN continuation of this office letters, No. 5259 Agri., dated 16th December 1896, and No. 5552 Agri., dated the 30th December 1896, I am directed to submit herewith a copy of a report from the Commissioner of the Patna Division, No. 13 G., dated the 5th—6th January 1897, with enclosures, and statements A. and B., required by Section 29 of the Bengal Famine Code, containing information regarding famine and relief operations during the four weeks ending 26th December 1896 in the districts of the Patna Division, together with the following remarks on the present position of affairs in that division. I am also directed to append, in paragraphs 11 to 15 below, a brief statement of the prospects in other divisions.

2. *The Recent Rainfall and its Effects.*—As the Government of India are aware, rain fell in all the districts of the Patna Division between 25th December and 1st January. The following statement shows the rainfall during the period at each head-quarters and subdivisional station :—

| | | | | | | | | | | | | | |
|----------|---|---|------------|---|---|----|-------------|---|---|-------------|---|---|----|
| Patna | - | - | Bankipore | - | - | 23 | Saran | - | - | Chapra | - | - | 21 |
| | | | Barh | - | - | 22 | | | | Siwan | - | - | 41 |
| | | | Bihar | - | - | 30 | | | | Gopalganj | - | - | 79 |
| | | | Dinapore | - | - | 15 | Champaran | - | - | Motihari | - | - | 14 |
| Gaya | - | - | Gaya | - | - | 51 | | | | Bettiah | - | - | 33 |
| | | | Jahanabad | - | - | 15 | Muzaffarpur | - | - | Muzaffarpur | - | - | 22 |
| | | | Aurangabad | - | - | 51 | | | | Sitamarhi | - | - | 73 |
| | | | Nawada | - | - | 41 | | | | Hajipur | - | - | 17 |
| Shahabad | - | - | Arrah | - | - | 23 | Darbhanga | - | - | Darbhanga | - | - | 09 |
| | | | Buxar | - | - | 37 | | | | Madhubani | - | - | 23 |
| | | | Sasaram | - | - | 36 | | | | Samastipur | - | - | 29 |
| | | | Bhabhua | - | - | 35 | | | | | | | |

The rain fell in those light and broken showers which are especially beneficial to rabi crops, and, as a consequence, the Commissioner is able to repeat with greater confidence his estimate of the outturn of these crops, which was reproduced in paragraph 3 of my letter of the 16th December, and which was based on the hope of a normal winter rainfall such as has now commenced and may be hoped to continue. That estimate is repeated below* for facility of reference. The rainfall has not, however, had the effect of lowering the prices of food-grains. These are on the whole stationary, but in Saran, Muzaffarpur, and now in Champaran the price of maize has risen and approximates closely to that of rice. It is consequently impossible to reduce, but has rather been found necessary to increase, the estimates of areas likely to be affected by distress. These tracts depend for the most part upon the rice crop, and for that the recent rain was of course much too late to be of any benefit. It may be said, in short, that prospects in the division are generally unchanged since the submission of the last monthly report, but that the timely rainfall has tended to confirm the previous forecast of the rabi crop.

3. *Estimates of Areas and Population Affected—Patna District.*—The area of 229 square miles, with a population of 420,092, which was reported as affected by distress in paragraph 5 of my letter of 16th December, must still be so regarded. Four test works were open in this tract during the last week of the period now under report.

Shahabad District—In paragraph 4 of my letter of 15th December it was stated that the rainfall of November might possibly be found to have removed from the fear of distress an area in the Bhabhua subdivision of Shahabad, which was then being visited by Mr. Bourdillon; this area of 400 miles, with an estimated population of 115,000, was however, included in Famine Statement A. for November. This area and population have again been included in the statement now submitted; but only one relief work was open in the tract on the last day of the period under report, with 795 labourers, and it is clear that the demand for work there is not now urgent.

* Patna, 16 annas; Gaya, 16 annas; Shahabad, 16 annas; Muzaffarpur, 10 annas; Champaran, 8 annas, Saran, 8 annas, Darbhanga, 8 annas.

Saran District.—In paragraph 6 of my letter of 15th December, the affected area in Saran was estimated to be 766 square miles, with a population of 665,830. Mr. Earle, the collector, and Mr. Bourdillon, the Commissioner, have now raised their estimate to an area of 880 square miles, with a population of 779,705. The increase in area is due chiefly to the inclusion of certain scattered rice-producing tracts in the Sadar subdivision, but the present estimate is only provisional, pending the completion of a detailed scarcity map which is being prepared by the Settlement Department, and as such the Lieutenant Governor has accepted it.

Champan District.—This district continues to be the most seriously affected of all. In paragraph 7 of my letter of 15th December it was reported that three tracts (Ramnagar, Araraj, and Madhuban), with an area of 570 miles and a population of 271,415, required immediate relief; and an area of 2,022 square miles, practically the whole remainder of the district, was placed in the "less seriously affected" class. The local officers now estimate the area immediately affected at 1,242 square miles, with a population of 729,120, and the Lieutenant Governor is compelled to accept that estimate. This area is more than one-third the total area of the district, and is of the same general description as the three tracts in which serious distress first appeared; it is divisible into three well-defined portions, each of which has one of the three tracts above mentioned for its centre.

Muzaffarpur and Darbhanga Districts.—The estimates of area likely to be affected in these districts have not been changed since the previous month.

A revised famine map of the division is annexed.

4. *Relief Works in the Four Northern Districts.*—During the last week of the period under report there was a great and sudden increase in the numbers employed on relief works in the districts of Champan and Darbhanga, with the result that the arrangements for the maintenance of discipline were to some extent thrown out of gear, and that the tasks exacted were consequently insufficient. Maximum and minimum wages are being paid, which are calculated in accordance with Section 104 of the Famine Code upon the prices of food-grains shown in columns 12 to 16 of Famine Statement A. hereto annexed. When the people flock in crowds to relief works there must inevitably be some confusion at first; but every effort has been made to restore discipline, and Sir Alexander Mackenzie understands that this end has now been generally attained. The Lieutenant Governor has, in my letter No. 75 Agr., dated 12th January 1897, of which I am directed to submit a copy herewith, passed orders which he trusts will secure that sufficient and, as far as possible, uniform tasks will be exacted in all the affected districts, and that the provisions of the Famine Code will be strictly adhered to in all respects. Tables of tasks prepared by the Honourable Mr. J. G. H. Glass, C.I.E., Chief Engineer to this Government, have recently been circulated. His Honour has also, in the letter of the 12th January, accepted the view of the Commissioner and collector, that, having regard to the peculiar circumstances of Saran—its dense population and the very large proportion of its adult males who are absent at work in other districts—the programme of relief should there be: first, poorhouses; secondly, charitable relief, and thirdly, large central relief works.

The number of relief works open in the four districts at the close of the period was 56, and on the 2nd January, 84; they consisted mostly of road-making and the excavation of tanks.

The mapping-out of relief charges and circles has been completed in Champan and Darbhanga, and practically completed in Saran and Muzaffarpur. The collectors of the two former districts have had some difficulty in securing circle officers of the proper stamp.

5. *Private Relief Works.*—Private relief works were established on a large scale and at their own cost by leading indigo planters and by the Bettiah Raj in Champan, as was reported in paragraph 7 of my letter of 16th December. A daily average of 9,165 persons was relieved at these works during the second fortnight of December. These works, which were opened temporarily in order to provide for the immediate necessities of the people, are now being replaced by works carried on at the public expense; but Government is under an obligation to the gentlemen who came forward to fill the gap before its own arrangements could be completed. In Darbhanga district relief works have been opened by the Maharaja, but returns are not yet available. In Saran the Hutwa Raj (now under the Court of Wards) has opened six works, and a few small works have been opened by zamindars in this district and in Muzaffarpur.

6. *Poor houses and Village Relief.*—No Government poorhouses were working during the period under report, but some have been opened since its close, and more are being actively organised. They are especially needed in Saran, as has above been observed. Private poorhouses have been opened in a few places. Measures are being organised for the provision of work to artisans and women in their own homes.

7. *Charitable Relief.*—Gratuitous relief was, at the close of the period under report, being distributed to 5,214 male units in three districts of Saran, Champaran, and Darbhanga. In Darbhanga the average daily number of persons in receipt of charitable relief was 61·08 per cent of the average daily number on relief works, and the Lieutenant Governor sees reason to fear that in that district gratuitous relief may have been given on too large a scale. The matter is being inquired into. A further contribution of Rs. 4,000 (in addition to Rs. 30,000 already sent) has been received from the Bengal Distress Relief Fund, and a sum of Rs. 500 from Syud Huzoor Meerza of Murshidabad. These sums have been sent to the Commissioner of Patna for distribution in charitable relief.

8. *Physical Condition of the People.*—No deaths from starvation are reported, and the distress has not as yet had the effect of increasing the death rate anywhere. The mortuary returns for the month of November represent the state of things usual at that season of the year. It is thought, however, that the very poor classes begin to show signs of deterioration, and this opinion is to some degree supported by the slightly inferior condition of prisoners admitted to the jails at Motihari and Darbhanga.

9. *Loans.*—Advances both for agricultural improvements (permanent as well as temporary) and for the purchase of rabi seed have been freely given in Saran and Champaran, but the returns are incomplete. The Lieutenant Governor has recently, with the sanction of the Government of India, conveyed in Mr. Ibbetson's No. 21, dated 22nd December 1896, issued orders relaxing for the distressed tracts the conditions upon which loans are granted under the Land Improvement Loans Act.

10. *Food Stocks and Importation of Grain.*—The general balance of the food-grains traffic in the division is now on the side of imports, which, during the fortnight ending 26th December, for the first time exceeded the exports (by 28,775 maunds). In the previous fortnight the exports exceeded the imports by 72,054 maunds. These figures are, unfortunately, it must be noted, incomplete even as regards the rail-borne trade. Sir Alexander Mackenzie has already, in my letter, No. 25 Fam., dated the 7th January 1897, placed before the Government of India his apprehension that the stocks of food in remote areas, such as the Ramnagar tract in north-east Champaran, may not be sufficient to support the population. His Honour is satisfied that the Commissioner and district officers are alive to the necessity for the most careful watching of the movements of food grains, and has, in my letters, No. 76 Agri., dated 31st December 1896, and No. 75 Agri., dated 12th January 1897, drawn their attention to the provisions of Section 35 of the Bengal Famine Code, under which they have power to appoint contractors for the supply of grain for gratuitous charitable relief, and to the orders of the Government of India, conveyed in paragraph 8 of their letter, No. 104 F., dated 4th January 1897, in which it is indicated that contractors may be similarly employed for the supply of grain on relief works in areas in which private trade may fail to do so, on the principle enunciated by the Famine Commissioners in paragraph 159 of their Report.

The following paragraphs deal with the other divisions:—

11. *Orissa Division.*—Except as regards Angul, no further communication has been received from the Commissioner of the Orissa Division since the date of the last Report of this Government; but information received from officers of the Settlement Department and other sources goes to show that the situation has not yet undergone any change for the worse. In Angul, which has been recently visited by the Commissioner, Mr. R. C. Dutt, the local stocks of food grains are considered sufficient for the requirements of the people. Exports are, however, still going on, and may cause some deficit and consequent distress among the landless classes, who, happily, do not number more than 20,000 in this part of Orissa. The Commissioner sees no reason to apprehend anything more serious than some slight pinch among these classes in April, May, and June next.

12. *Rajshahi, Chittagong, and Dacca Divisions.*—In the Rajshahi Division Rajshahi and Pabna are still the only two districts where distress requiring relief measures is considered likely to appear. In Pabna loans are being given under the Land Improve-

ment and Agriculturists' Loans Acts, and a grant of Ra. 10,000 has recently been made for this purpose. The worst tract in the district of Rajshahi is the Gangetic tract, consisting of *deara* lands bordering on the rivers Padma and Burru. The total area is about 700 square miles, with a population of about 500,000 persons. The outturn of the winter rice crop in this area has not been more than 4 annas, but the inhabitants are, fortunately, somewhat above the average of Bengal in wealth, and during a recent visit paid by him to this tract the Commissioner observed that they were greatly and really alarmed, but that the signs of actual suffering were few. Distress may also appear in parts of another tract called the Barind, with a total area of about 500 square miles, the soil of which is stiff red clay, and where the outturn of the winter rice crop has been from 6 to 8 annas. No actual relief measures, beyond the grant of loans, were found necessary in any part of the district of Rajshahi during December 1896, but the collector intends starting relief works about the middle of the present month.

No change in the position, as regards the Dacca and Chittagong Divisions, has come to the notice of this Government.

13. *Presidency Division*—The tracts mentioned in paragraph 15 of my last report, in the district of Khulna and Nadia, have recently been visited by Mr. B. C. Basu, Assistant to the Director of Land Records and Agriculture, who was specially deputed by Government to make careful inquiries as to the outturn of the crops and the condition of the people. This officer's reports, and those received from the local officers, leave no room for doubt that a part of the population of these tracts is really in distress. The Commissioner and the collectors have not yet submitted reports and statements under Part II. of the Famine Code, but these have now been called for. In the Satkhira subdivision of Khulna the re-excavation of two khals has been taken in hand by the Public Works Department, in order to afford employment to the needy, and the district board has opened works of its own. Measures have been taken for the distribution of gratuitous relief, and to ensure effective administration of famine relief, Mr. C. A. Bell, I.C.S., has been placed in charge of the Satkhira subdivision, and has been directed to give his entire attention to this work. In the Nadia district the affected area is confined to the north-west portion of the district bordering on Murshidabad. Loans are being given freely, and works have been open for some time, on which the number of labourers is rapidly rising. In Jessore the only tract in which relief is immediately needed is the north-east part of the Magura subdivision. Mr. B. C. Basu will soon visit the tract, and the local officers have been called upon to submit full reports, as required by the Famine Code.

14. *Bhagalpur Division*—No distress has yet made its appearance in any part of the Bhagalpur Division, but there may be partial distress later on in all the districts of the division. Purnea, Malda, and Monghyr will, it is believed by the local officers, be able to meet their requirements from their own local funds. In parts of the district of Bhagalpur, and in the Sonthal Parganas, it is reported that there is likelihood of more widespread distress, which will require Government aid.

15. *Chota Nagpur Division*—It has just been reported to this Government by the Commissioner of the Chota Nagpur Division that there is no reason for any apprehension in regard to the three districts of Singhbhum Manbhum, and Lohardaga. The districts of Hazaribagh and Palamau are still giving cause for anxiety, although in Hazaribagh some test relief works which were opened failed to attract labourers, and have for the present been closed. In Palamau some relief works recently opened are not now attended by any considerable numbers.

I have, &c.

M. FINUCANE,
Secretary to the Government of Bengal.

FAMINE STATEMENT A, for the Four Weeks ending Saturday, December 26, 1896.

| DISTRICT | Area. | Population in Thousands | Affected Area | Estimated Population in Thousands of Area in Column 4. | Numbers on Relief Works on Last Day of the Month | | | | | Numbers on Gratuitous Relief | Prices of Principal Food Grains | | | | | | Monthly Death Rate | | Deaths due to Starvation. | |
|-------------------|----------------|-------------------------|---------------|--|--|----------|----------|----------|---------|------------------------------|---------------------------------|-----------------|----------------|----------|----------|--------------|--------------------|-----------------------|---------------------------|-----|
| | | | | | Class A. | Class B. | Class C. | Class D. | Total | | Rice. | Indian Corn | Gram. | Wheat. | Khesari. | Maua. | In the District. | In the Affected Area. | | |
| | | | | | | | | | | | | | | | | | | | | 6. | 7. | 8. | 9. | 10. | 12. | 13. | 14. | 15. | 16. | 17. | 18. | 19. | 20. |
| Patna - - - | Sq. mls. 2,082 | 1,772 | Sq. mls. 229 | 420 | 311 | - | - | - | 311 | - | Seers 8½ to 12 9 | Seers 11 to 13½ | Seers 10 to 12 | - | Seers. - | - | - | 3 11 | 2 34 | NIL |
| Shahabad - - - | 1,301 | 2,003 | 400 | 115 | 610 | 185 | - | - | 796 | - | - | - | - | 12½ | - | - | 1 88 | 1 87 | NIL | |
| Saran - - - | 2,051 | 2,466 | 980 | 779 | 613 | 959 | 636 | 225 | 2,433 | 2,003 | S. ch. 9 11 | S. ch. 10 8 | S. ch. - | S. ch. - | - | S. Ch. 13 11 | 2 65 | 2 56 | NIL | |
| Champaran - - - | 3,531 | 1,860 | 1,242 | 729 | 4,044 | 27,072 | 2,507 | 1,899 | *39,796 | 1,395 | 9 4 | 10 13 | 11 2 | 9 0 | - | - | 3 22 | 3 60 | NIL | |
| Muzaffarpur - - - | 3,005 | 2,712 | 1,851 | 1,060 | 1,277 | - | - | - | 1,277 | - | 9 0 | 11 0 | - | - | - | - | 2 50 | 2 60 | NIL | |
| Darbhanga - - - | 3,355 | 2,601 | 2,044 | 1,720 | 17,263 | - | - | - | 17,253 | 4,312 | 9 0 | 10 10½ | - | - | - | 13 5½ | 3 2 | 2 1 | NIL | |
| TOTAL - - - | 16,905 | 18,074 | 6,646 | 5,423 | 24,108 | 28,816 | 3,388 | 2,124 | 61,865 | 7,800 | - | - | - | - | - | - | - | - | - | |

* This total includes 3,584 persons not classified as required for columns 6 to 9 in the returns.

FAMINE STATEMENT B, for the Four Weeks ending Saturday, December 26, 1896.

| DISTRICT | Maximum Number for whom Employment on Relief Works is estimated to be required in case of Serious Famine | Number for whom Relief was provided in last Programme of Relief Works. | | Number for whom Relief can be provided by Works remaining on Programme on Date of Report. | | Expenditure since 1st April 1896 | | | Advances since 1st April 1896 up to end of the Month, under † | | Revenue Suspended. |
|---------------------|--|--|----------------|---|-----------------|--------------------------------------|------------------|-----------------------|---|----------------------------|--------------------|
| | | On Large Works | On Small Works | On Large Works. | On Small Works. | Date up to which Account is made up. | On Relief Works. | On Gratuitous Relief. | Land Improvement Loans Act. | Agriculturists' Loans Act. | |
| | | | | | | | | | | | |
| Patna - - - - | (1) | For 90 days. | For 90 days. | For 90 days. | For 90 days. | 26th December 1896 - - | Rs. A P | Rs. A P. | Rs. | Rs. | NIL |
| Shahabad - - - - | | 2,082 | 15,123 | 2,082 | 15,123 | " " " " - - | 1947 6 - | - | - | - | NIL |
| Saran - - - - | | 22,081 | 11,528 | 28,081 | 10,849 | " " " " - - | 3,422 6 7 | 146 3 6 | 5,170 | 20,129 | NIL |
| Champaran - - - - | | 42,891 | 7,677 | 42,891 | 7,387 | 26th " " " " - - | 1,559 16 3 | 308 13 7 | 2,100 | 28,397 | NIL |
| Muzaffarpur - - - - | | 41,315 | 1,40,654 | 41,315 | 1,38,816 | 26th " " " " - - | 23,922 11 4 | 880 5 2 | 300 | 26,442 | NIL |
| Darbhanga - - - - | | 7,159 | 78,761 | 7,159 | 79,685 | Accounts not yet made up - | - | - | 900 | 8,358 | NIL |
| TOTAL - - - - | | 1,38,478 | 2,18,486 | 1,38,478 | 2,12,508 | 26th December 1896 - - | 6,119 6 6 | 783 1 6 | - | - | NIL |
| TOTAL - - - - | | 2,80,006 | 4,67,629 | 2,80,006 | 4,64,368 | - | 36,022 13 8 | 2,062 7 9 | 8,470 | 83,328 | - |

† These figures are incomplete.

‡ Spent on test works other than those entered in the Programme

(1) The numbers are being examined and revised,

(2) The numbers in this column are being revised,

PUNJAB.

DIARY No. 38 F.

No. 192. Dated Lahore, December 22, 1896.

From M. W. FENTON, Esq, REVENUE SECRETARY TO THE GOVERNMENT OF THE PUNJAB, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

IN continuation of my letter No 5, dated the 19th November 1896, I am directed to submit, for the information of the Government of India, the monthly Famine Report of the Punjab, for the month of November 1896.

2. IMPERIAL Monthly Famine Statement A, for the Four Weeks ending Saturday Evening, November 28, 1896.

[To be submitted to the Government of India within the first half of the next Month.]

| DISTRICT | Area. | Population, in Thousands. | Affected Area. | Estimated Population, in Thousands, of Column 4. | Numbers on Relief Works on Last Day of Month | | | | | | Numbers on Gratuitous Relief | Price of One or More Principal Food Grains in Rupees per Rupee | | | Monthly Death rate of District. | | Deaths directly due to Starvation. |
|----------|-------------------|---------------------------|----------------|--|--|----------|----------|---------|------------------|--------|------------------------------|--|----|----|---|------------------|------------------------------------|
| | | | | | Class A | Class B. | Class C. | Class D | Working Children | Total. | | 13 | 14 | 15 | Normal of Month | Actual of Month. | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 |
| Gujrat | Sq. mls. 1,487 | 780 | 869 | 155 | 5,238 | 2,316 | - | 230 | 884 | 6,758 | 3,200 | 7½ | 8½ | 9 | 40 | 80 | Nil |
| Hissar | 5,317 | 770 | 3,763 | 544 | 391 | 71 | 1,068 | - | 469 | 1,994 | Nil | - | 7½ | 8½ | See foot-note No 68, and note on back of statement. | - | Nil |
| Muzal | 3,600 | 683 | 623 | 341 | 68 | 456 | 67 | 20 | 232 | 696 | 31 | - | 7½ | 8½ | Ditto | - | Nil |

Notes.—This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report. Non-working adult dependants and non-working children should be shown in Column 12. If particulars to fill Columns 16 and 17 cannot conveniently be submitted for the month under report in the first half of the month following, these columns may be left blank, the figures for the previous month being given on the back of the statement.

REMARKS to accompany Famine Statement A, for Month ending November 28, 1896.

On this page should be recorded, very briefly, information as to private relief, village and poorhouse relief, general character of relief works, physical condition of people, food-stocks, importation of grain, general condition and prospects of affected area, changes in rates of wages, and other matters which will not delay the despatch of the statement beyond the 15th of the following month.

It should be noted to what extent any increase in the actual above the normal death-rate is due directly or indirectly to famine.

Gujrat District.

1. It has not been considered necessary as yet to start village and poorhouse relief.
2. Gratuitous relief to the old and infirm is given under Section 140 A. of the Code
3. The relief works consist entirely of earthwork.
4. One road will be finished on the 2nd December, and three other roads will be finished, save the final dressing, about the same date.
5. Physical condition of relief labourers good, and of the people generally fair, distress being chiefly amongst the poorest classes.

6. Grain is imported in sufficient quantities.
7. No change in the rate of wages has been considered necessary. Grain rates have remained practically stationary.
8. Two slight showers of rain fell on successive days during the last week of November. Fall insufficient for agricultural purposes.

Hissar District.

1. Poorhouses have not yet been opened, nor has the gratuitous relief statement been begun.
2. For some of the larger towns a few of the richer classes distribute grain daily, but no system is observed, and the deserving do not always get relief. Deputy Commissioner has drawn up orders on the subject.
3. Several tanks have been enlarged and repaired, but the supervision was necessarily not very effective.
4. Work on the Ghaggar Canals has been started from the 3rd December.
5. The physical condition of the people is tolerably good, and no deaths from starvation have been reported.
6. The grain stocks are insufficient, and there are considerable importations.
7. The poorer classes are depressed, and are feeling the effects of want. There is very little fodder, and the cattle are in poor condition in the affected tracts. Prices are stationary.

Karnal District.

1. *Private Relief*—None during the month, nor was any relief given in villages. No poorhouses were opened during the month.
2. In the beginning of October 1896 three test works were opened, but as they attracted a large number of persons, it was considered necessary to close them and start a regular famine work; and in the early part of November 1896 the raising and improving of the Karnal-Asand Road was opened. Persons of all classes from the surrounding villages, mostly of the menial class, as also a few from the Hissar and Bikanir tracts, came to the work.
3. The health and condition of the people has been good.
4. The stock of wheat and grain is not much, but is still sufficient in large and insufficient in small villages, especially in the small villages of the Karnal and Kaithal Tahsils. Agriculturists who have no canal or well crops find difficulty in obtaining grain even on loan.
5. There was little or no import or export of grain during the month.
6. Agricultural prospects are very gloomy, except in certain irrigated tracts of the affected portion of the district.
The outturn of the present kharif has been only average on irrigated, but poor on unirrigated areas.
As regards the next rabi, the total area sown is much below the normal. Cattle are suffering greatly for want of fodder, especially in the Nardak, and a large number of them have consequently left the district.
7. No deaths directly or indirectly due to famine have been reported during the month

MONTHLY Death-rate for October.

| | - | - | - | - | - | - | <i>Normal.</i> | <i>Actual.</i> |
|-----------------|---|---|---|---|---|---|----------------|----------------|
| Hissar District | - | - | - | - | - | - | 34 | 28 |
| Karnal „ | - | - | - | - | - | - | 52 | 27 |

3.—IMPERIAL FAMINE STATEMENT B, for Four Weeks ending Saturday Evening, November 28, 1896.

[To be submitted to the Government of India within the first half of the next Month.]

| District. | Maximum Number for whom Relief is Estimated to be Required in case of serious Famine | Number for whom Relief was provided in Last Programmes of Relief Works. | | | Numbers for whom Relief can be provided by Works remaining on Programme on Date of Report.* | | Expenditure since April 1st, 18 † | | | Advances since April 1st up to end of Month, under | | Revenue Suspended. | |
|---------------|--|---|--|---------|---|---------|--------------------------------------|-------------------------|--------------------------------|--|-------------------------|-------------------------|-----|
| | | Date of Gazette. | On Large Works. | Others. | On Large Works. | Others. | Date up to which Account is made up | Rupees, omitting 000's. | | Land Improvement Act. | Agricultural Loans Act. | Rupees, omitting 000's. | |
| | | | | | | | | On Relief Works. | On Gratuitous Relief. | Rupees, omitting 000's. | Rupees, omitting 000's. | | |
| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. | 9. | 10. | 11. | 12. | 13. | |
| 23 22 2 | Gujrat - - | 16,800 | Last programme submitted with Punjab Government letter, No 384 S, dated 10th September 1896. | — | 6,000 | 1,500 | 800 | 28 Nov. 1896 | 36·8 | 4·9 | 1 | 29 | 29 |
| | Hisar - - | 6,000 | - ditto - - | 3,000 | 12,000 | 5,609 | 4,339 | - ditto - | 5 | Nil. | ·3 | 6·2 | 13* |
| | Karnal - - | 8,500 | - ditto - - | 6,500 | 10,000 | 7,052 | 12,708 | - ditto - | 5 | Nil. | Nil | 18 | — |
| | | | | | | | | | No expenditure during 1895-96. | | Foot-note. | | |
| | | | | | | | | | No expenditure during 1895-96. | | 1895-96 Nil. | 1895-96 Nil. | |
| | | | | | | | | | No expenditure during 1895-96. | | Foot-note. | | |
| | | | | | | | | | | | 1895-96 3·2 | 1895-96 4·6 | 22 |

Notes.—This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report

* Some relief works will have been more or less exhausted since the programme last prepared, and others will have been provided for entry in the programme next to be prepared. The net result should be shown in Columns 8 and 7.

† The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

Columns 9 to 12,—in a foot-note state the total expenditure under these columns that has been incurred and the advances that have been made during the financial year previous to that to which this statement belongs.

B U R M A.

Diary No. 4199

No. 509-1 S.—14. Dated Rangoon, December 11, 1896

From F C GATES, Esq., REVENUE SECRETARY TO THE CHIEF COMMISSIONER OF BURMA, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

IN continuation of this office letter No 400-1 S.—9, dated the 13th November 1896, I am directed to submit in original, for the information of the Government of India, letter No. 314-1 S.—14, dated the 10th December 1896, with enclosures, from the Financial Commissioner, containing the report on the scarcity-affected districts of Upper Burma for the month of November 1896.

No. 314-1 S.—14. Dated Rangoon, December 10, 1896.

From J W. THOMPSON, Esq., SECRETARY TO THE FINANCIAL COMMISSIONER, BURMA, to the REVENUE SECRETARY TO THE CHIEF COMMISSIONER OF BURMA.

IN continuation of this office letter No. 360-1 S.—14, dated 11th November 1896, I am directed to send herewith returns in forms Appendices VI. and VII. Burma Famine Code, for Upper Burma for the period of four weeks, ending Saturday evening, the 28th November 1896.

During the month the provisions of the Famine Code were extended to the whole of the Meiktila District and to the Pagan township of the Myingyan District. The areas shown as affected in Column 4 of Appendix VI. have, in the case of Meiktila and Yamethin, been largely increased, but as yet no maps have been received from the Deputy Commissioners, these have been called for and will be forwarded on receipt. It may be said roughly that the whole of the Meiktila District and the whole of the Yamethin Sub-division of the Yamethin District are affected. A map showing the area seriously affected in Myingyan is sent herewith. The district relief works in Yamethin and Myingyan were closed during the first week in the month, and during the rest of the month the earthwork on the Meiktila-Myingyan Railway was the only relief work in progress.

This work has been divided into four sections, two under the control of the Deputy Commissioner, Meiktila, and two under the Deputy Commissioner, Myingyan. Relief workers from the Yamethin District are drafted on to the relief work under the superintendence of the Deputy Commissioner, Yamethin. During the month under review, practically no rain has been received in any of the three districts, with the result that the pyaung and late sessamum crops are practically total failures, and paddy also will be a very poor crop. It will be observed that the numbers on relief works have increased very largely, notwithstanding the very extensive emigration to Lower Burma which has been and is still taking place. All hope of winter crops has now been abandoned, and in the next few weeks it is probable that the maximum number who are likely to require relief will come on to the relief works, and, as far as can be seen, they will have to be provided with work till at all events next July, and possibly longer if the rains of 1897 are late or unfavourable.

2. The Chief Commissioner has been kept regularly informed of the progress of relief operations in this office letters noted below,* and in amplification of these I am now only to make the following brief remarks, district by district:—

* No. 625-1 S.—13, dated 21st November 1896 No. 713-1 S.—13, dated 25th November 1896
 No 82-1 S.—13, dated 3rd December 1896. No 157-1 S.—13, dated 7th December 1896.

Meiktila.—Large numbers have come on to the relief work from all the four townships in the district. Gratuitous relief was distributed by the Wundwin Myoök in his township. In the other townships a systematic distribution was not instituted during the month owing to the local officers being engaged on the relief works, but this will be arranged during the present month. The health of the relief workers was good, the camps were regularly inspected by the Civil Surgeon, Meiktila, and the sanitary arrangements and the supply of drinking water put on a proper footing. A hospital and two hospital assistants have been provided. The supply of food imported from Lower Burma was ample. The price of rice at the relief work was 4½ annas per Government *pyi** and wages were paid as fixed for this rate in Appendix XIV., Famine Code. During the earlier part of the month some difficulty was experienced regarding the supply of tools for workers, but this was promptly remedied.

Myingyan.—No regular private relief has been organised. Village relief was given by the Taungtha Myoök in his township. In the Pagan township the Township Officer has not yet begun the work of actual distribution. The two sections of the railway relief work in this district are each in charge of an engineer officer. The health of the relief workers is good. Sanitary and other arrangements for the health and comfort of the workers are satisfactory.

Pigya is still procurable locally, but its price has risen largely; ample supplies of rice, however, are being imported from Lower Burma. The price of rice on the Kyaukchaw section of the relief work is 4½ annas, and on the Sunlun section 4 annas (per Government *pyi*), and wages have been paid in accordance with these rates. Large numbers of plough-cattle have been taken for sale by emigrants to Lower Burma. Extensive emigration has taken place from all parts of the district except Salé, the inhabitants of which have found employment in the Minbu and Magwe oil-fields.

Yamethin.—There is now no relief work in this district. Extensive emigration to Lower Burma is taking place. Considerable numbers of relief workers have been drafted to the Meiktila relief works. The health of the people remains good, and ample stocks of food are procurable on payment.

* 1-16th of 9-gallon basket.

APPENDIX VI.

MONTHLY FAMINE STATEMENT for the Four Weeks ending Saturday Evening, the 28th November 1896. (Vide Section 43 of Code.)

| District. | Area | Population | Affected Area. | Estimated Population of Column 4. | Numbers on Relief Works on last Saturday of Month. | | | | | Numbers on gratuitous Relief. | Price of one or more Principal Food-grains in Seers per Rupee | | | Monthly Death-rate | Deaths due to Starvation. |
|----------------|-----------|------------|----------------|-----------------------------------|--|---------|---------|---------|--------|-------------------------------|---|----------------|---------------|--------------------|---------------------------|
| | | | | | Class A | Class B | Class C | Class D | Total | | Rice. | — | — | | |
| | | | | | 6 | 7 | 8 | 9 | 10 | | 11 | 12 | 13 |  |  | 14 | 15 | 16 |
| | Sq Miles. | No | Sq Miles | No. | | | | | | | Seers Ch. | Seers Ch Maize | Seers Ch Peas | Par Mille. | |
| Melktila - - - | 8,000 | 207,000 | 1,200 | 70,000 | — | 12,016 | — | — | 12,016 | 68 | 8 6 | 17 2 | 14 7 | 1 | Nil |
| Yamethin - - - | 5,487 | 208,003 | 509 | 96,025 | — | — | — | — | — | — | 9 6 | — | — | — | Nil |
| Myingyan - - - | 2,774 | 352,037 | 495 | 40,046 | 253 | 6,676 | — | 13 | 6,942 | 1,116 | 8 7 | Jowar. 11 7 | 15 9 | 22 | Nil |

(A remarks page should be added to the statement)

On this page should be recorded, very briefly, information as to private relief, village relief, general character of relief works, physical condition of people, deaths (if any) from starvation, food-stocks, importation of grain, general condition and prospects of affected area, changes in rates of wages, any observations which it may be necessary to make respecting the extent to which the increase in mortality is due directly or indirectly to famine, and other matters which will not delay the despatch of the statement beyond the 16th of the following month. If the particulars regarding mortality cannot be submitted with Appendix VI, a separate mortality statement referring to the month previous to that dealt with in Appendix VI should be submitted

APPENDIX VII.

MONTHLY FAMINE STATEMENT for the Four Weeks ending Saturday Evening, the 28th November 1896. (Vide Section 43 of Code.)

| District. | Maximum Number for whom Relief is Estimated to be Required in Case of Serious Famine. | Number for whom Relief was Provided in last Programme of Relief Works. | | | Number for whom Relief can be Provided by Works Remaining on Programme on Date of Report.* | | Expenditure since April 1st 189 † | Advances since April 1st up to End of Month under | | Revenue Suspended. | | | |
|----------------|---|--|----------------|---------|--|---------|-----------------------------------|---|-------------------|--------------------|----------------------|------------------------|-----------------|
| | | Date of last Programme. | On Large Works | Others. | On Large Works. | Others. | | Date up to which Account is made up | Rupees | | Land Improvement Act | Agricultural Loans Act | |
| | | | | | | | | | Thousand Rupees | | | | Thousand Rupees |
| | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. | 9. | 10. | 11. | 12. | 13. | 14. |
| Melktila - - - | 20,000 | — | 17,772 | 3,100 | 18,466 | 3,100 | 28th Nov 1896 | Rk A P 28,856 12 7 | Rk A P 122 6 0 | - Nil - | 42 | Nil | |
| Yamethin - - - | 20,000 | 28th Oct 1896 | 10,518 | 4,521 | 10,517 | 4,518 | 28th Nov. 1896 | 3,863 15 8 | — | - Nil - | 25 | Nil | |
| Myingyan - - - | 10,000 | 1st Sept 1896 | 13,416 | 7,966 | 12,793 | 7,966 | 28th Nov 1896 | 19,835 8 6 | 98 15 2 | - Nil - | 20 | Nil | |

* Some relief works will have been more or less exhausted since the last programme was drawn up, and others will have been provided for entry in the programme next to be prepared, the net result should be shown in Columns 6 and 7

† The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

Revenue Department, No. 110-1 S 2. Dated Rangoon, January 8, 1897.

From the REVENUE SECRETARY TO THE CHIEF COMMISSIONER to the
SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND
AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to submit herewith the general report regarding the districts to which the Famine Code has been applied, as required by Section 51 of the Famine Code. The first four paragraphs give an account of the economic condition of the affected tracts. The rest of the report deals with various matters, such as migration, remission of revenue, &c., which appear to call for notice.

2. The Code has been applied to the whole of the Meiktila district, to the Yamèthin subdivision of the Yamèthin district, and to the Taungtha, Pagan, and Myingyan townships of the Myingyan district. I am to give below a brief description of each district, with a brief history of it from an agricultural and statistical point of view for the last eight years.

3. *Myingyan*—The Myingyan district has a total area of 3,737 square miles, with a population, as ascertained at the 1891 census, of 351,411. It is situated on the east bank of the Irrawaddy river, between latitude 20° N. and 22° N. The district consists generally of undulating country, the only mountain being Popa. The uncultivated portion of the district consists of stony uplands with poor laterite soil. There are no forests in the district and no perennial streams.

The statement given below shows the rainfall during the period 1888 to 1896 :—

| January to May. | June to September. | October to December. | Total. | YEAR. |
|--------------------|-----------------------|-------------------------|--------|-------|
| 8 81 | 17 08 | 4 83 | 25 72 | 1888 |
| 8 87 | 23 76 | 3 47 | 26 10 | 1889 |
| 5 68 | 9 99 | 4 45 | 20 12 | 1890 |
| 1 34 | 13 22 | 6 59 | 21 15 | 1891 |
| 3 97 | 15 16 | 4 69 | 23 81 | 1892 |
| 4 30 | 13 00 | 9 01 | 31 31 | 1893 |
| 8 19 | 13 76 | 5 17 | 27 12 | 1894 |
| 6 03 | 10 38 | 3 10 | 19 51 | 1895 |
| 1 65 | 17 60 | * 3 68 | 22 93 | 1896 |

* Up to 26th December.

Practically the whole district depends on rainfall for its crops, and in the "Analysis of districts with reference to security against famine" 183 villages, with a gross area of 934 square miles, are classed as secure in ordinary years, while 688 villages, with a gross area of 2,803 square miles, are classed as insecure.

The crops principally grown are, on the lowlands paddy, and on the uplands cotton, sessamum, jowar, maize, and bajra. Along the river bank there is a considerable area of land which is usually flooded; this produces in favourable years excellent crops of rice, peas, sessamum, and gram. The district is noted for its cotton, and there are a large number of cotton-ginning factories owned by Burmese and Chinese, at which considerable numbers of women are employed. The district is excellently situated for receiving food supplies, as the steamers of the Irrawaddy Flotilla Company call at Myingyan almost daily, and all parts of it are traversed by cart tracks which communicate with the railway at Meiktila.

The statements given below show—

- (i.) The area under each of the principal crops ;
- (ii) The collections on account of *thathameda* ;
- (iii.) The collections on account of State land rent during each of the years 1888-89 to 1895-96.

| YEAR. | Rice | Jowar. | Bajra. | Maize. | Sessamum. | Cotton. | Others. | Total Area. |
|---------|---------|---------|---------|---------|-----------|---------|-----------|-------------|
| | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. | Acres. | Acres |
| 1888-89 | 58,803 | — | — | — | 36,543 | 57,692 | 294,869 | 443,807 |
| 1889-90 | 60,003 | — | — | — | 37,043 | 74,085 | 278,321 | 449,452 |
| 1890-91 | 48,772 | — | — | — | 61,954 | 75,849 | 153,550 | 340,125 |
| 1891-92 | 86,776 | 158,143 | 57,360 | 63,897 | 42,933 | 23,233 | 66,943 | 454,294 |
| 1892-93 | 70,797 | 121,260 | 20,344 | 20,908 | 14,681 | 48,531 | 153,735 | 450,206 |
| 1893-94 | 70,000 | 150,000 | 10,000 | 15,000 | 68,000 | 48,000 | 39,000 | 400,000 |
| 1894-95 | 70,000 | 150,000 | 10,000 | 15,000 | 68,000 | 48,000 | 101,500 | 462,500 |
| 1895-96 | 68,371 | 130,000 | 6,330 | 14,000 | 53,000 | 44,000 | 90,400 | 406,101 |
| TOTAL | 483,522 | 709,403 | 104,043 | 123,805 | 382,104 | 419,290 | 1,178,327 | 3,405,494 |

With regard to these figures it is necessary to observe that they can only be taken as roughly approximate, as the district has not yet been cadastrally surveyed and there is no Land Records agency. The only areas which are known with fair accuracy are those of the islands and alluvial lands, which are measured annually.

ACTUAL COLLECTIONS on account of the *Thathameda* and State Land Rent.

| YEAR. | <i>Thathameda.</i> | State Land Rent. |
|---------|--------------------|------------------|
| | Rs | Rs |
| 1888-89 | 2,36,345 | 20,988 |
| 1889-90 | 3,60,413 | 43,326 |
| 1890-91 | 4,27,172 | 13,035 |
| 1891-92 | 2,89,656 | 17,720 |
| 1892-93 | 4,67,044 | 33,529 |
| 1893-94 | 5,31,354 | 41,871 |
| 1894-95 | 5,86,228 | 42,177 |
| 1895-96 | 5,05,012 | 35,964 |

To elucidate the above statements a brief description of the character of the season and the results of the harvest is given below.

1888-89—The harvest was above the average, but there was great loss of cattle from disease.

1889-90.—The rainfall in Pagan was below the average; in the rest of the district it was above the average, and the crops varied accordingly. In this year, too, there was heavy loss of cattle from disease, and the number left in the district was reported to be insufficient for ploughing purposes in four townships. Agricultural advances to the extent of Rs. 2.350 were made.

1890-91.—The rainfall was short and untimely, and the harvest as a consequence was poor. The stock of food-grain being insufficient for the wants of the population, large amounts were imported from Lower Burma.

1891-92.—An unfavourable season; paddy crops failed; millets produced a poor crop; but sessamum and cotton also failed and relief works had to be opened. The district was fortunately free from cattle disease. Agricultural advances amounting to Rs. 18,216 were made.

1892-93.—The harvest was on the whole fairly good, but there was some shortage in Pagan and Kyaukpadaung.

1893-94.—Crops were good, except in the north-east of the district, where the rain was too late for paddy. Agricultural advances to the amount of Rs. 4,000 were made.

1894-95.—The paddy crop was above the average, and jowar, peas, and gram were good, while cotton yielded an excellent crop.

1895-96.—The rain was insufficient and untimely, and crops were much below the average. The people were enabled to ride over the period of scarcity without relief works by drawing on their savings. Some cattle were exported, but these were probably only surplus stock. Rupees 9,296 were given as agricultural advances.

1896-97.—The season of 1896-97 has been most unfavourable. Briefly it may be said that there has been a more and widespread failure of crops of all kinds, the only crop which will be gathered being a very scanty one of jowar. If the late crops of paddy, jowar, and sessamum had been fairly successful, it might have been possible to close relief works about the end of this year, but the failure of these crops will render the continuance of relief works necessary till the 1897 crops are gathered, *i. e.*, about the end of August 1897 at the earliest. The latest reports show that parts of Kyaukpadaung and a few villages of Natogyi may have to be brought under the Famine Code. The only parts of the district which are able to dispense with relief are the greater part of Natogyi and Salè, the inhabitants of the latter township finding ample employment in the Magwe oil fields.

Large numbers of plough cattle have been taken away to Lower Burma for sale, but fodder is reported to be insufficient, except in the Myingyan and Natogyi townships.

The only food stocks available in the district are peas, the price of which has risen largely. There is, however, no difficulty in obtaining rice so long as there is money to buy it. The present price of rice (imported) is 9 seers 12 chittacks per rupee.

4. *Meiktila*.—The Meikula district is situated to the east of the Myingyan district, and is bounded on the north by the Kyaukse district, on the east by the Shan States, and on the south by the Yamèthin district. The area of the district is 3,000 square miles, and the population at the 1891 census was 2,06,650. The Famine Code has been formally applied to the whole of the district, but the area on the east, adjoining the Shan States, consists of about 400 square miles of mountain land, with small and scattered village-dependent on hill cultivation, and is not really affected by the scarcity. The forests in the east contain *ingyin*, *pyinma*, *pyinkalo*, *thitya*, *pyin*, and teak. There are other hills in the district covered with stunted timber of no value, and there is a considerable area of undulating land, with soil unfit for cultivation, covered with scrub jungle and stunted cutch. The cutch tree, which was formerly very plentiful, has been exhausted by overworking. The prevailing soil of the district is a sandy loam on the uplands, with black soil in the bottom. There are no perennial streams, but several streams, of which the principal are the Shanmangè, Thamru, Samru, and Chaunggauk, are used for irrigation purposes, the water being diverted by means of weirs. The Meiktila and Minhla lakes are also used for irrigation, the area irrigated from the former being very considerable. The principal difference between the Meiktila and Myingyan districts as regards agriculture, is the existence in the former of considerable irrigation works, otherwise the districts are of very similar character, except that Meiktila has no alluvial or island cultivation.

The district is traversed from north to south by the Rangoon-Mandalay railway, and there is a branch from Thazi on that railway to Meiktila, the district headquarters. Food supplies can be brought to all parts by the railway and by the roads and cart-tracks which communicate with the railway.

The statement given below shows the rainfall during each of the years 1888—1896 :—

| YEAR | January to May. | June to September. | October to December. | TOTAL. |
|--------------|-----------------|--------------------|----------------------|---------|
| | Inches | Inches. | Inches. | Inches. |
| 1888 - - - - | 1 84 | 28·10 | 6·61 | 36·65 |
| 1889 - - - - | 1·04 | 25 08 | 5 35 | 32·94 |
| 1890 - - - - | 9·80 | 14·29 | 5·11 | 29·22 |
| 1891 - - - - | 2 80 | 14·31 | 7·10 | 28·71 |
| 1892 - - - - | 11·57 | 17·81 | 3·04 | 32·42 |
| 1893 - - - - | 5·83 | 15 98 | 14 98 | 36·70 |
| 1894 - - - - | 3·11 | 19·30 | 7·27 | 29·68 |
| 1895 - - - - | 9·01 | 18 04 | 8·09 | 35·14 |
| 1896 - - - - | 1·49 | 25·29 | * 1·48 | 28·26 |

* Up to 26th December.

It will be seen from this statement that the rainfall in Meiktila is as a rule more abundant than that in Myingyan.

The crops principally grown are very much the same as in Myingyan, namely, rice, jowar, sessamum, and cotton. In years of good rainfall, rice is largely grown, and in years of scanty rainfall its place is taken by jowar and sessamum on the same land. In Meiktila there are practically no spring crops, while in Myingyan there are along the river considerable areas of alluvial land sown with peas and maize and other inland crops which take the place of spring crops. The statement given below shows the area under each crop for the years 1888-89 to 1895-96 :—

| YEAR. | Rice. | Jowar. | Bajra. | Maize. | Sessamum. | Cotton. | Others | TOTAL. |
|-------------|---------|--------|--------|--------|-----------|---------|--------|---------|
| | Acres | Acres. | Acres | Acres. | Acres. | Acres. | Acres. | Acres. |
| 1888-89 - - | 34,530 | - | - | - | 4,220 | 8,242 | 9,817 | 56,809 |
| 1889-90 - - | 106,988 | - | - | - | 83,374 | 25,862 | 89,077 | 285,301 |
| 1890-91 - - | 146,276 | - | - | - | 2,985 | - | 36,039 | 185,300 |
| 1891-92 - - | 28,495 | 21,433 | 136 | 9,847 | 28,899 | 44,290 | 5,674 | 138,778 |
| 1892-93 - - | 34,560 | 51,840 | 200 | 1,728 | 38,016 | 24,198 | 22,258 | 172,800 |
| 1893-94 - - | 56,875 | 53,484 | 3,281 | 4,870 | 45,680 | 24,250 | 23,460 | 211,900 |
| 1894-95 - - | 91,895 | 46,603 | 4,047 | 1,278 | 39,992 | 23,215 | 23,539 | 235,569 |
| 1895-96 - - | 70,968 | 33,227 | 3,326 | 1,247 | 24,223 | 85,724 | 12,318 | 181,033 |

The Meiktila district has been cadastrally surveyed, but it has not been settled, and there is only a small Land Records staff for the assessment of water rate, and the rent on State lands, which are not very extensive, so that the same remarks apply to the areas given above as were made respecting the corresponding figures for Myingyan.

The statement given below shows the area irrigated during each of the last four years :—

| | Acres |
|-----------------|--------|
| 1892-93 - - - - | 30,689 |
| 1893-94 - - - - | 56,220 |
| 1894-95 - - - - | 51,747 |
| 1895-96 - - - - | 38,038 |

These figures may be considered to be fairly accurate, as nearly all the irrigated lands pay water rate, which is assessed by a special staff on the basis of the cadastral maps. It will be seen that about 75 per cent. of the crops in the district are entirely dependent on rainfall, which is very capricious. In the analysis of districts with reference to security against famine, 96 villages with a gross area of 200 square miles are classed as secure in ordinary years, and 965 villages with an area of 2,800 square miles are classed as insecure.

The statement below shows the collections on account of thathameda and State land rent during each of the last eight years:—

| | Thathameda. | State Land Rent. |
|-------------------|-------------|------------------|
| | Rs. | Rs. |
| 1888-89 - - - - - | 2,73,336 | 6,986 |
| 1889-90 - - - - - | 3,01,633 | 12,202 |
| 1890-91 - - - - - | 3,08,657 | 10,382 |
| 1891-92 - - - - - | 1,05,731 | 22,565 |
| 1892-93 - - - - - | 1,41,345 | 11,184 |
| 1893-94 - - - - - | 3,30,571 | 18,458 |
| 1894-95 - - - - - | 3,49,451 | 24,015 |
| 1895-96 - - - - - | 2,52,150 | 24,745 |

Below is given a brief retrospect of the agricultural conditions of the years 1888-89—1896-97.

1888-89.—The harvest was good and no food-grain was imported. Agricultural advances to the amount of 500 rupees were made and recovered during the year.

1889-90.—The rainfall and harvest were below the average. The cattle of the district were attacked by disease, but as Meiktila is a cattle-breeding district with a large surplus stock in ordinary years there was no scarcity of plough-cattle.

1890-91.—This was a very bad year; the rainfall was badly distributed, a long interval of drought followed the first early burst, large tracts remained uncultivated, and the food-grain raised was quite insufficient for the needs of the district. The district was practically free from cattle disease.

1891-92.—This was another very unfavourable season; the early crops failed entirely, large immigration to Lower Burma took place, and relief works had to be opened. Large numbers of cattle were sold and some land. Liberal advances, amounting to 1,10,282 rupees, saved the rest of the cattle. There was no cattle disease. The thathameda rate was reduced one-half.

1892-93.—The paddy and jowar crops were very poor, but the early sessamum was a fair crop, food had to be imported. The thathameda rate was reduced, and 31,821 rupees were given out in agricultural advances.

1893-94.—This was a good year; the paddy and cotton crops were good, but the early sessamum was only a six-anna crop. There was no cattle disease.

1894-95.—The paddy crop was above the average, sessamum was a moderate crop, jowar varied considerably in outturn, and cotton was damaged by the late rains, but on the whole this was a distinctly good year. The district was free from cattle disease, and 67,136 rupees were recovered on account of outstanding agricultural advances.

1895-96.—This was a bad year, the paddy crop was only an eight-anna one; sessamum was very poor, cotton was poor, and jowar was poor. Severe scarcity would have prevailed but for the good harvest yielded by irrigated land and the good harvests of the two preceding years. The people were able to support themselves without recourse to Government relief by sales of cattle and by drawing on their accumulated savings.

1896-97.—There has been a general failure of crops during the current year. The affected area is estimated by the Deputy Commissioner to be 1,200 square miles, or three-quarters of the plain portion of the district. The condition of affairs in this area is that the sessamum crop has failed, cotton was very poor, the yield of jowar will be very short indeed, and paddy, where it is best, will not exceed a four-anna crop. There are no reserve food-stocks, and the district has nothing to look forward to till the early crops are gathered about September 1897. There are practically no cold-weather crops grown in the district, and the little hot-weather paddy (mayiu) which is grown is insignificant in amount and will not materially affect the situation. The price of rice last reported is seven seers and two chittacks per rupee, but as the stock of last year's rice is becoming exhausted and the new rice is coming into the market, it is probable that the price will fall. A fall in the price of rice will lessen the expenditure on relief works, but will have no effect on the number of relief workers, as they have no means of purchasing rice, whatever its price may be.

5. *Yamèthin*—The portion of the present Yamèthin district with which this report deals is the Yamèthin sub-division, as the Pynmana sub-division has a good harvest and is free from scarcity. The Yamèthin sub-division was until October 1893 a separate district. The sub-division is bounded on the north by the Meiktila district, on the west by the Magwe district (Pegu Yomas), and on the east by the Shan Hills. The total area of the district is 3,000 square miles, of which 150 square miles on the west and 1,600 square miles on the east are covered with hills and jungle. The population of the sub-division in 1891 was 160,662. Between the two ranges of hills which form the eastern and western boundaries, there is a large plain diversified by slight elevations and watered by small streams. On the east there are productive forests containing teak and pyinkado, and on the west are catch forests which, however, have been exhausted by over-working and are now closed. The soil of the district varies, being clayey in some places and sandy in others. There are several large tanks or lakes in the sub-division, the principal of which are the Nyaungyan, Kyaukse, Kyem, and Inbaung, all of which are used for irrigation. The sub-division is traversed from north to south by the Mandalay-Rangoon Railway, while numerous roads and cart-tracks afford easy means of bringing food supplies to all parts. This sub-division differs from the Meiktila and Myingyan districts inasmuch as paddy cultivation largely predominates, forming about 80 per cent of the whole. The statement given below shows the area under each crop in each of the years 1888-89 to 1895-96 :—

| | Rice | Jowar. | Bajra. | W. rice. | Sessamum. | Cotton | Others. | Total. |
|---------|---------|--------|--------|----------|-----------|--------|---------|---------|
| | Acres | Acres. | Acres. | Acres | Acres. | Acres. | Acres. | Acres. |
| 1888-89 | 70,137 | — | — | — | 5,089 | 1,002 | 20,831 | 97,059 |
| 1889-90 | 87,313 | — | — | — | 5,245 | 792 | 15,257 | 108,607 |
| 1890-91 | 119,198 | — | — | — | 29,932 | 27,268 | 42,014 | 218,330 |
| 1891-92 | 96,588 | 4,276 | 1,090 | 3,590 | 8,148 | 549 | 13,325 | 127,566 |
| 1892-93 | 101,299 | 9,108 | 1,518 | 5,070 | 9,082 | 436 | 16,876 | 142,897 |
| 1893-94 | 113,790 | 4,300 | 2,000 | 3,200 | 9,132 | 486 | 9,941 | 142,849 |
| 1894-95 | 126,726 | 4,300 | 2,000 | 3,000 | 8,000 | 460 | 9,882 | 152,358 |
| 1895-96 | 116,351 | 3,600 | 2,000 | 2,000 | 6,000 | 450 | 9,682 | 140,333 |

The areas are approximate, as in the case of Meiktila and Myingyan.

The statement given below shows the rainfall during each of the years 1888 to 1896 :—

| | January to May. | June to September. | October to December. | Total |
|------|-----------------|--------------------|----------------------|-------|
| 1888 | 2'24 | 26 54 | 3 66 | 32 44 |
| 1889 | 2 39 | 28 38 | 8 93 | 40 18 |
| 1890 | 11'16 | 18 87 | 3 66 | 33 69 |
| 1891 | 1 21 | 18 88 | 11 32 | 31'41 |
| 1892 | 9 86 | 20'56 | 3'56 | 33 48 |
| 1893 | 10'19 | 16 65 | 15'26 | 42 10 |
| 1894 | 3 86 | 31'70 | 6 76 | 42 32 |
| 1895 | 9 71 | 17 56 | 6'73 | 34 00 |
| 1896 | 1 66 | 15'66 | 1'91* | 19'18 |

* Up to 28th December.

The areas irrigated in 1891-92 and 1892-93 were 44,674 acres and 48,294 acres respectively. Figures for succeeding years are not available for Yamèthin sub-division separately. The rainfall in this district is heavier than in Meiktila or Myingyan, and a considerable area is irrigated, but it is necessary to remark that, if the rainfall fails, the irrigation works also fail to a large extent as they consist of tanks fed by streams which themselves depend on local rainfall. The district is in reality more insecure than either Meiktila or Myingyan as it depends almost entirely on the paddy crop. Frequently rainfall, which is sufficient for one or more of the various crops grown in Meiktila or Myingyan, is quite insufficient for the paddy crop in Yamèthin. The cultivators, too, in this district do not attempt to grow other crops on their paddy-land, as is done in Meiktila and, if they are unable to sow paddy, or if their crop fails, they get nothing. In the "Analysis of districts with reference to security against famine," 45 villages in this sub-division are shown as quite secure and the rest (800) as secure in ordinary years. This is no doubt wrong. The whole sub-division ought probably, considering the extreme uncertainty of the rainfall, to be classed as insecure.

The statement below shows the annual collections on account of thathameda and State land rent for the years 1888-89 to 1895-96. The figures from 1893-94 onwards include the figures relating to Pyinmana sub-division, as separate figures for Yamèthin sub-division are not available.

| | Thathameda. | State Land Rent. |
|-------------------|-------------|------------------|
| | Rs. | Rs. |
| 1888-89 - - - - - | 2,18,189 | 15,522 |
| 1889-90 - - - - - | 2,23,688 | 9,017 |
| 1890-91 - - - - - | 2,91,883 | 14,004 |
| 1891-92 - - - - - | 1,36,653 | 7,627 |
| 1892-93 - - - - - | 1,58,651 | 5,519 |
| 1893-94 - - - - - | 3,48,165 | 30,135 |
| 1894-95 - - - - - | 3,68,885 | 33,851 |
| 1895-96 - - - - - | 2,93,412 | 28,634 |

A brief agricultural history of the sub-division from 1888-89 to 1896-97 is given below.

1888-89.—The harvest was well up to the average, and paddy was exported in considerable quantities. There was, however, great loss of cattle from disease; 17,469 rupees were given out in agricultural advances, but the loans were recovered within the year.

1889-90.—The rainfall was unfavourable, and the harvest poor.

1890-91.—The crops were bad, but rather better than in Meiktila; the district was free from cattle disease; 19,630 rupees were advanced, and 11,790 rupees repaid during the year.

1891-92.—A very unfavourable season; the crops failed entirely, and there was considerable distress; thathameda assessments were reduced one half; 88,683 rupees were given out in agricultural advances; relief works were opened and kept open till July 1892.

1892-93.—The crops in Pyawbwè township failed entirely, and there was some distress; thathameda was not levied in 73 villages, and reduced rates were generally applied, 22,726 rupees were given out in agricultural advances.

1893-94.—A bumper harvest, 1,06,400 rupees were advanced to agriculturists.

1894-95.—The paddy crop was above the average; sessamum was a moderate crop; recoveries to the amount of 87,226 rupees on account of outstanding agricultural advances were made during the year.

1895-96.—Paddy was extensively sown, owing to early rains, but the crops failed generally, except in the irrigated tracts, owing to drought, and the harvest was generally poor; cultivators who had reserve stocks lived on them, and many others were compelled to migrate; a large number of cattle were exported; 36,871 rupees were recovered on account of agricultural advances.

1896-97.—During the current year there has been a total failure of crops in the sub-division, except in a small area in the south-east corner where crops on irrigated lands are good, but this area is but a small fraction of the whole, and the crop in it does not affect the general situation. The price of rice is eight seers and five chittacks per rupee.

6. *Migration*.—The Burmese are naturally a migratory people, and large numbers come down annually from Upper Burma in November and December to reap the Lower Burma harvest. During the current year this movement of the population has assumed very large proportions, particularly from the famine-stricken tracts. Early in December it was estimated that 4,000 families had left the Myingyan district, and emigration is reported to have continued steadily since then. In the Yamèthin sub-division many villages are reported to be entirely deserted. From this sub-division large numbers have found employment in the adjoining sub-division of Pyinyama, where the season has been favourable. From Meiktila also large numbers have emigrated. The emigrants come down to the lower province by all means of conveyance—railway, on which half-fares are granted, river steamers, boats, rafts, and road.

7. *Remissions of Revenue*.—As appears from the statements given in an earlier part of this report, the great bulk of the revenue of the famine tracts consists of thathameda.

The districts being almost entirely agricultural, the failure of crops has rendered large remissions of thathameda necessary. The rate at which this tax is levied in ordinary seasons is, with few exceptions, 10 rupees a household. During the present year it has been found necessary to remit the tax entirely over considerable portions of the famine area, and to a large extent over other portions where crops have not entirely failed. The need for remissions has been rendered greater by the circumstance that the season of 1895-96 was very unfavourable, and that the savings of the people, which if the season had been favourable would have helped to support them in 1896-97, were in great measure exhausted. In the Meiktila district 245 villages have been entirely exempted from thathameda, while in the remaining 819 villages rates have, with 13 exceptions, been reduced to from three rupees to six rupees. In the Myingyan district 714 villages have been entirely exempted, in 179 the rate has been reduced to three rupees, in 202 to from four rupees to six rupees, while in 54 villages only do the rates exceed six rupees. In the Yamèthin district 491 villages have been entirely exempted from thathameda. 165 have been assessed at rates of from three rupees to five rupees, four at rates from six rupees to eight rupees, and 33 only at the full, or 10 rupees, rate.

The following statement, which compares the collections of 1894-95, a normal year, and 1895-96, a bad year, with the estimated collections of 1896-97, indicates as accurately as is at present possible the loss of revenue which the scarcity will cause in the affected districts

| District. | Collections of Thathameda in | | Estimated Collections of Thathameda in |
|--------------------|------------------------------|-----------|--|
| | 1894-95 | 1895-96. | 1896-97. |
| | Rs | Rs | Rs. |
| Yamèthin - - - - - | 3,68,885 | 2,98,412 | 1,21,579 |
| Myingyan - - - - - | 5,86,228 | 5,06,012 | 75,237 |
| Meiktila - - - - - | 3,49,451 | 2,52,160 | 60,793 |
| TOTAL - - - - - | 13,04,564 | 10,56,574 | 2,57,609 |

8. *Agricultural Advances.*—In the scarcity of 1891-92 large expenditure was incurred in agricultural advances to enable people to buy cattle and seed. Expenditure of this kind has not been found necessary in 1896, because the character of the famine has been different. In 1891 the rains were deficient in the earlier part of the rainy season, and when rain did fall in later months advances for purchase of seed and cattle were made to enable cultivators to make late sowings. During the present year the failure of rain took place in the later months; there were consequently few opportunities of re-sowing crops on the occurrence of late rain, and the need for granting agricultural advances did not arise. In May and June next, when agricultural operations will be resumed, advances will have to be made on a liberal scale to enable the people who will be practically without resources, to purchase seed and cattle. It is too early to make a forecast of this expenditure, as it is impossible to foresee the extent to which cattle will be sold during the next few months. The Chief Commissioner believes, however, that advances to the amount of several lakhs will have to be given when the time comes.

9. *Relief Works.*—In October last, when scarcity became acute, a few small relief works were opened as test works in the Yamèthin and Meiktila districts. After these works had been open for short time, it became evident that the area affected by famine was considerable, that the people would need relief for some months at least, and that large numbers of relief-workers would have to be provided for. At the same time, there were serious objections to opening works of the kind carried out in 1891 and 1892. Such works consisted of roads, which are not required, and of irrigation works, for the most part the digging of small tanks, which prove useless during times of drought, when they are most wanted. Moreover, the work of organization is more difficult in the case of numerous small works. In view of these considerations, the Chief Commissioner decided to close the small works and to concentrate labour on one large work. The work selected was the construction of the earthwork of the Meikula-Myingyan Branch Railway, which would, it was hoped, afford work for all needing relief. The Government of India sanctioned the opening of this work, and a Famine Relief Works Division was accordingly constituted under an executive engineer, who is subordinated to the superintending

engineer, Irrigation Circle. The work of marking out the line was begun at both ends, under the supervision of railway engineers, while the earthwork was in charge of provincial engineers. Actual work was begun at Thedaw, near Meiktila, on the 2nd November; near Taungtha, in the Myingyan district, on the 8th, near Myingyan, on the 20th; and near Mahlaing, in the Meiktila district, on the 26th. No part of the work falls within the Yamethin district, but relief-workers from the famine area of that district are drafted to the nearest camp at which work is carried on. Relief camps under medical supervision were established at each of these four places; at Mahlaing and Taungtha camp telegraph offices also were opened. The numbers on relief works, which at first were 5,000, rose rapidly, until in the beginning of December they reached 30,000. According to the latest report (for the week ending the 2nd January) the average number employed was 24,727, while the number on gratuitous relief was 5,407.

10. The preceding portion of this report has dealt with the existing situation and with the measures taken hitherto to deal with the famine. It remains to discuss the future course of the scarcity, its probable duration and extent, and the measures which still remain to be taken. As regards the future course of the famine, the facts reported in former portions of this letter show that in the areas to which the Famine Code has been applied the yield of the cold-weather crops of 1896 will be extremely small, and no later crops will be reaped till the autumn crops of 1897. In these areas, therefore, it is now practically certain that relief works will have to be maintained until, at the earliest, August and September 1897. During May and June large numbers will return to the fields for ploughing and sowing, and will then again come on the works. If the monsoon of 1897 fails, the scarcity will, of course, be intensified, but there is little use in basing calculations on this comparatively remote contingency, as, if next monsoon fails, scarcity must prevail over almost the whole of the dry zone. It is not possible at the present time to forecast with any accuracy the numbers which would in that case require relief, or to sketch out a programme of relief operations. In this letter, therefore, it is assumed that the season of 1897 will be normal. As regards districts to which the Famine Code has not been applied, it is yet too early to estimate the extent to which scarcity will prevail during the next few months. Failure of crops has not been confined to the areas to which the code has been applied. In other parts of the dry zone, however, the failure has not been so complete as in the famine areas, and it has not yet been found necessary to open relief works. The Chief Commissioner fears that the necessity will arise about February or March. He still hopes that if relief is found to be needed in some parts, the numbers needing it will be comparatively few.

11. The future measures to be taken for dealing with the scarcity will consist of the continuation and extension of relief works and the grant of agricultural advances. The subject of agricultural advances has been dealt with in paragraph 8. As regards relief works, it is estimated that the earthwork of the Meiktila-Myingyan Railway will afford work for 24,000 persons for 33 weeks. In addition to this work, sanction has been asked* to the commencement of collection of stone-ballast, which is found in large quantities near the line of railway. The collection of ballast will afford employment for the more able-bodied among the men, while those of feebler physique, with women and children, will continue to be employed on earthwork. This arrangement will facilitate concentration, and will render it unnecessary to move camps at short intervals of time. The actual quarrying of stone and breaking it into ballast will, it is proposed, be carried out as a famine work on famine relief principles. The carriage of the ballast from the quarries to the line cannot, however, be arranged for in this way. For this part of the work carts will be hired at ordinary rates. This arrangement will afford employment to cartmen, who would otherwise be compelled to sell their cattle at a heavy loss. It is estimated that the collection and breaking of ballast will employ 24,000 relief-workers for about six weeks. The earthwork and the collection of ballast together will afford employment to 24,000 for 39 weeks. The length of time for which these works will, as a matter of fact, afford employment depends, of course, on the number of persons coming on the works. Assuming that during November an average of 10,000 a week were employed, and during December an average of 30,000, the works will, from the beginning of January, provide for 30,000 workers a week for 25 weeks, i.e., till the last week in June. It is very difficult to form a forecast of the numbers which will actually come on the works. During November and December emigration to Lower Burma has been going on. With the completion of the rice harvest in the lower province it is probable that many emigrants will return. But it

* Letter No. 12563, dated 15th December 1896, to the Secretary to the Government of India, Public Works Department.

is impossible to calculate with any approach to accuracy how many will return, or how many of those who return will come on relief works. One effect of the abnormal emigration which has lately taken place has been to largely reduce wages of labour in Lower Burma. The cost of producing the Lower Burma rice-crop has consequently been reduced, and unless prices in the Rangoon market are lower than usual—a contingency which there are no grounds for anticipating—the profits of the Lower Burma cultivator will be unusually high. He will have more money to spend, and Upper Burma emigrants may thus find employment in Lower Burma in considerable numbers during the dry weather. Again, it would be unsafe to assume that all or even most of the Upper Burmans who return from Lower Burma will come on relief works. Such earnings as they will bring back with them may enable many to dispense with relief, while others may find employment in other parts of the province. In considering this question, the migratory character of the Burman must always be borne in mind. Allowance must also be made for the diminution in the number of relief-workers which may be expected to take place when the monsoon of 1897 breaks. If the season promises favourably, money-lenders will no doubt make advances on the security of the future crop, and large numbers will be able to support themselves out of these advances, or from wages paid out of these advances. On the whole, the Chief Commissioner doubts whether the numbers coming on relief works will, on the average, be very much larger during the first eight months of 1897 than they have been during December 1896. An average of 40,000 a week is the highest estimate which he is prepared to make. On this estimate the Meiktila-Myingyan railway will provide work till the middle of May. The further works which it is proposed to open hereafter, as necessity occurs, are the Mandalay Canal scheme, the project for which has been sanctioned by the Government of India, and the Mōn River canal scheme, for which sanction is being asked in the Public Works Department. The Sagaing-Alon branch railway is another work which may be undertaken if required. The survey is finished, and the plans and estimates will shortly be submitted. All these works are large works, suitable for famine relief, and capable of affording employment to large numbers of relief-workers in the affected areas. Another large work which can be undertaken is the Kanna tank on the borders of the Myingyan and Kyauksè districts.

12. In conclusion, I am to submit the following remarks on the subject of the expenditure likely to be incurred during the remainder of the famine. The estimate must necessarily be vague, as the main factors on which it depends, namely, the numbers who will come on relief works and the future price of food-grains, cannot be determined with accuracy. The expenditure will be of two kinds, namely, expenditure on relief works and expenditure on other purposes, such as gratuitous relief. As it has been decided to utilize for relief purposes large works under the control of the Public Works Department, the expenditure under the first head will be almost entirely in the Public Works Department. In a recent letter* to the Secretary to the Government of India, in the Public Works Department, the Chief Commissioner estimated that a sum of 10 lakhs in all would be required, counting from the beginning of the famine. This estimate was based on the assumption that relief works would be closed when the rains began. A consideration of the latest district reports, however, has led the Chief Commissioner to the conclusion, expressed in an earlier part of this letter, that works will have to be kept open till September. On this assumption the total amount expended in the Public Works Department will, the Chief Commissioner thinks, reach the sum of 12 lakhs before the famine ends. Of this amount 1,90,000 rupees, in round numbers, have been expended, leaving 10,10,000 rupees still to be spent. In the Civil Department there may be a small expenditure on local and test works; 20,000 rupees will, the Chief Commissioner thinks, cover this. In addition to expenditure on relief works money will be spent on the following purposes:—

- (a) Employment of additional civil officers.
- (b) Relief of dependents at works.
- (c) Gratuitous relief afforded to persons at their homes.

The expenditure anticipated on these purposes is—

| | Rs. |
|----------------|--------|
| (a.) - - - - - | 20,000 |
| (b.) - - - - - | 17,000 |
| (c.) - - - - - | 33,000 |

* No. 12405, dated 11th December 1896

The following statement exhibits the total expenditure which will, the Chief Commissioner believes, be incurred from the present date until the famine ends :—

| Head of Expenditure. | Amount. |
|--|-----------|
| | Rs. |
| (1.) Public works by Public Works Officers - - - - - | 10,10,000 |
| (2.) Public works by Civil Officers - - - - - | 20,000 |
| (3.) Employment of additional Civil Officers - - - - - | 20,000 |
| (4.) Relief of dependents at works, Section 106 of Burma Famine Code - | 17,000 |
| (5.) Gratuitous relief afforded to persons at their homes - - - | 33,000 |
| TOTAL - - - | 11,00,000 |

I have, &c.

C. G. BAYNE,

Revenue Secretary.

No. 326-1., S. 2, dated Rangoon, January 15, 1897.

From C. G. BAYNE, Esq., REVENUE SECRETARY TO THE CHIEF COMMISSIONER, BURMA, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

In continuation of this office letter, No. 707-1, S.-14, dated the 19th December 1896, I am directed to submit, for the information of the Government of India, a copy of letter No. 174-1, S.-14, dated the 8th January 1897, from the Financial Commissioner, Burma, with enclosures, containing the report on the scarcity-affected districts of Upper Burma for the four weeks ending the 26th December 1896.

No. 174-1, S-14, dated January 8, 1897.

From the SECRETARY TO THE FINANCIAL COMMISSIONER, BURMA, to the REVENUE SECRETARY TO THE CHIEF COMMISSIONER, BURMA..

In continuation of this office letter, No. 314-1, S. 14, dated 10th December 1896, I am directed to send herewith returns in forms, Appendices VI. and VII., Burma Famine Code, for Upper Burma, for the period of four weeks ending Saturday evening, the 26th December 1896. During the months the provisions of the Famine Code were extended to the Myingyan township of the Myingyan district.

The only relief work in progress was the earthwork on the Meiktila-Myingyan Railway with two sections in Meiktila and two in Myingyan.

The numbers on the relief works again show a considerable increase over the figures of last month. but it is probable that the maximum has not yet been reached.

The general situation remains the same as was reported last month; such crops as there are of paddy and jowar have been or are being reaped, but they will suffice for food for a section of the people for two or three weeks only.

The price of rice in Meiktila and Myingyan on which the famine wage is calculated has fallen owing to the new crop in Lower Burma coming in.

I am now to note briefly points of interest with regard to each affected district separately.

Meiktila.—Village relief has been distributed by inspectors who grant one week's relief at a time. The Deputy Commissioner is of opinion that gratuitous relief will have to be distributed more freely as the season advances and the scanty food crops of the year become exhausted. The physical condition of the people is reported to be still

fairly good. Two children died on the relief works at Mahlaing, but death was not due to starvation. The supply of rice at the relief works was ample. Wages were reduced (in conformity with the fall in the price of rice), with effect from the 28th December, after the close of the period to which this report relates. The reduction has had little or no effect on the numbers on the works, and the Deputy Commissioner is inclined to think that as the season advances the numbers on the relief works will increase largely.

Yamethin.—The health of the people who are left in the district is good. A considerable number of villages have been entirely deserted. No private relief has been organised; gratuitous relief is distributed in villages by the Circle inspectors. Rice is being imported in sufficient quantities. No relief work is open in the district.

Myingyan.—The people have been urged to assist the poor and destitute by private relief, and they are doing so to the best of their ability. Gratuitous relief in villages is being distributed by Circle inspectors, but the Deputy Commissioner, from the result of his own tours of inspection, thinks that the number to whom relief has hitherto been given, and whose names are on the register, is far below the number of those who really require gratuitous relief. The provisions of Chapter IV. of the Famine Code will be more closely followed in future.

The relief works were inspected during the month by the Financial Commissioner, the Commissioner, Eastern Division, the Superintending Engineer, the Executive Engineer, and the Deputy Commissioner.

The health of the people on the relief works and of the inhabitants of the affected tracts remains good, and no deaths have taken place directly or indirectly due to starvation. The jowar crop which is being reaped is very scanty; none will come into the market, and it is anticipated that it may afford a fortnight's subsistence to the growers of it. Ample supplies of rice are being imported. A revised map* showing the affected area in Myingyan district is submitted herewith.

APPENDIX VI.

MONTHLY FAMINE STATEMENT for the Four Weeks ending Saturday Evening, December 26, 1896.

(Vide Section 43 of Code)

| DISTRICT. | Area. | Population. | Affected Area. | Estimated Population of Column 4. | Numbers on Relief Works on last Saturday of Month. | | | | | Numbers on Gratuitous Relief. | Price of one or more Principal Food-Grains in Seers per Rupee. | | | Monthly Death-rate. | Deaths due to Starvation. |
|----------------|------------|-------------|----------------|-----------------------------------|--|----------|----------|----------|--------|-------------------------------|--|-------------------|------------------|---------------------|---------------------------|
| | | | | | Class A. | Class B. | Class C. | Class D. | Total. | | 12. | 13. | 14. | | |
| | | | | | 6. | 7. | 8. | 9. | 10. | | 11. | 12. | 13. |  |  | 14. |
| | Sq. Miles. | No. | Sq. Miles. | No. | | | | | | | Seers. Ch. Rice | Seers. Ch. Maize. | Seers. Ch. Posa. | | |
| Malktila - - - | 3,000 | 207,000 | 1,200 | 70,000 | - | 15,952 | - | - | 15,952 | 269 | 8 15 | 12 13 | 13 8 | 1 | N/L. |
| Yamethin - - - | 5,407 | 206,003 | 909 | 96,025 | - | - | - | - | - | 389 | 8 6 | - | - | - | N/L. |
| Myingyan - - - | 2,774 | 352,037 | 539 | 60,500 | 21 | 9,701 | - | 4 | 9,726 | 3,672 | 10 4 | 17 13 | 13 8 | - | N/L. |

(A remarks page should be added to the statement.)

On this page should be recorded, very briefly, information as to private relief, village relief, general character of relief works, physical condition of people, deaths (if any) from starvation, food-stocks, importation of grain, general condition and prospects of affected area, changes in rates of wages, any observations which it may be necessary to make respecting the extent to which the increase in mortality is due, directly or indirectly, to famine, and other matters which will not allow the despatch of the statement beyond the 15th of the following month. If the particulars regarding mortality cannot be submitted with Appendix VI, a separate mortality statement referring to the month previous to that dealt with in Appendix VI. should be submitted.

APPENDIX VII.

MONTHLY FAMINE STATEMENT for the Four Weeks ending Saturday Evening, December 26, 1896.

(Vide Section 43 of Code.)

| DISTRICT. | Maximum Number for whom Relief is estimated to be required in case of Serious Famine. | Numbers for whom Relief was provided in last Programme of Relief Works. | | | Number for whom Relief can be provided by Works remaining on Programme on Date of Report* | | Expenditure since April 1st 1896 † | | | Advances since April 1st up to end of Month under | | Revenue suspended. Thousand Rupees. |
|----------------|---|---|-----------------|---------|---|---------|--------------------------------------|------------------|-----------------------|---|--|-------------------------------------|
| | | Date of last Programme. | On Large Works. | Others. | On Large Works. | Others. | Date up to which Account is made up. | Rupees | | Land Improvement Act. Thousand Rupees. | Agricultural Loans Act. Thousand Rupees. | |
| | | | | | | | | On Relief Works. | On Gratuitous Relief. | | | |
| | | | | | | | | 9. | 10. | 11. | 12. | |
| | | | | | | | Rs. a p. | Rs. a p. | | | | |
| Malktila - - - | 20,000 | - | 17,722 | 3,100 | 30,351 | 3,100 | 26th Dec. 1896 - | 89,449 1 - | 1399 10 9 | - | 49 | - |
| Yamethin - - - | 20,000 | 26th Oct. 1896 | 9,788 | 4,522 | 9,788 | 4,522 | Ditto - - | 3,891 6 1 | 695 13 1 | - | 25 | - |
| Myingyan - - - | 10,000 | 1st Sept. 1896 | 13,416 | 7,966 | 11,291 | 7,966 | Ditto - - | 58,781 1 10 | 874 15 3 | - | 20 | - |

* Some relief works will have been more or less exhausted since the last Programme was drawn up and others will have been provided for entry in the Programme next to be prepared, the net result should be shown in columns 6 and 7.

† The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

‡ In column 20, Appendix V, for week ending 26th December, Rs 368 9 8, was shown as the amount spent on gratuitous relief.

The difference (Rs. 31 1. 1) is due to revised figures

MADRAS.

No. 422. Madras, December 12, 1896

FROM M. R. RY. R. V SRINIVASIAH, AVARGAL, B.A., RAO BAHADUR, SECRETARY TO THE COMMISSIONER OF REVENUE SETTLEMENT AND DIRECTOR OF THE DEPARTMENT OF LAND RECORDS AND AGRICULTURE, MADRAS, TO THE SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT, CALCUTTA.

SIR,

I AM directed to submit herewith the Board's Report on the affected districts for the month of November 1896, prepared in accordance with the instructions conveyed in Government of India Circular, No 5 F., dated 2nd March 1892, embodied in Section 48 of the Madras Famine Code (1896).

I have, &c.
(signed) R. V. SRINIVASIAH,
Secretary.

MONTHLY FAMINE STATEMENT A.

For the Period ending Saturday Evening, November 28, 1896.

| DISTRICTS. | Area. | Population in Thousands. | Affected Area. | Estimated Population of Column 4. | Numbers on Relief Works on last Saturday of the Month. | | |
|-------------------|------------|--------------------------|----------------|-----------------------------------|--|----------|----------|
| | | | | | Class A. | Class B. | Class C. |
| 1. | 2 | 3 | 4. | 5. | 6 | 7. | 8 |
| Deccan Districts. | Sq. Miles. | | Sq. Miles. | | | | |
| Kurnool - - - | 7,514 | 818 | 1,338.5 | 199,982 | 9 | 1,708 | 4,613 |
| Bellary - - - | 5,976 | 900 | 2,166 | 276,100 | 161 | 13,913 | 759 |
| Anantapur - - - | 4,886 | 700 | 3,468 | 466,582 | — | 1,008 | — |
| Cuddapah - - - | 8,731 | 1,272 | 1,523 | 263,236 | — | 2,444 | 1,202 |
| TOTAL - - - | 27,106 | 3,699 | 3,495.5 | 1,205,950 | 170 | 19,073 | 6,574 |

| DISTRICTS. | Numbers on Relief Works on last Saturday of the Month— <i>contd.</i> | | Numbers on Gratuitous Relief. | Prices of Principal Food Grains in Seers per Rupee. | | | |
|-------------------|--|--------|-------------------------------|---|-------|--------|---------|
| | Class D | Total. | | Rice. | Ragt. | Cumbu. | Cholum. |
| | 9. | 10. | 11. | 12. | 13. | 14 | 15 |
| Deccan Districts. | | | | | | | |
| Kurnool - - - | 184 | 6,552 | 112 | 8 6 | 18.0 | 14 6 | 16.7 |
| Bellary - - - | — | 14,338 | 334 | 8 3 | 18 8 | — | 16.3 |
| Anantapur - - - | — | 1,008 | 80 | 9.5 | 23.2 | 15.9 | 17.9 |
| Cuddapah - - - | — | 3,646 | 160 | 9.3 | 19.1 | 15.1 | 15.0 |
| TOTAL - - - | 184 | 26,553 | 786 | — | — | — | — |

* Particulars of classes not reported.

Remarks.—The area affected at the end of November is, approximately, a band running through the four districts mentioned from a little to the west of the town of Cuddapah to the frontier of the presidency in the Bellary district.

This area includes a wide stretch of black cotton soil, and, as explained in Board's Proceedings, dated 29th October 1896, No. 299, forwarded to the Government of India with G.O., No. 628, Revenue, dated 16th November 1896, much of this land had not been sown this year, whilst of the earlier crops sown, chiefly on the lighter soils, much had been ruined by drought and removed, and what still stood was being harvested with a very scanty yield, or was in a most precarious state, when rain came towards the end of the month and improved the outlook generally. Some sowings have been made with this rainfall, which averaged less than two inches over the parts chiefly affected, and was far from being distributed regularly. The rain came, however, when the usual season for sowing the late crop on the black cotton soils had long passed, and, except for a few quick-growing crops, of no great value as food producers, the crops put in are not likely to be brought to maturity, save in the event of further and later rain falling, which is unlikely.

The rain has, however, freshened up the crop that was still standing, and will probably enable the ryots to look forward to a partial cotton crop. It has also produced some growth of grass, especially in the Nallamala jungles, to which large numbers of cattle have already been driven for pasturage. On the whole, the outlook for the cattle has materially improved, and the ryots are reported to be no longer selling off their stock at nominal prices.

The price of food grains shown in the table are those for November 28th. On the 14th idem rates were much higher, and after the rain fell towards the end of the month they fell very rapidly. Holders of grain, however, have not proved willing to part with their stocks, and the ryots are still afraid to bring grain to market; there being a widespread belief that the next three years will be years of disaster, and, naturally, the ryots prefer to reserve their stores for their own use. For the same reason, they are not inclined to support their agricultural labourers. Stocks are believed to be large, but the relief afforded by the above-mentioned fall in prices has been very temporary. Already, on the 5th December, rates had risen very sharply, and the price of cholum, the staple grain of the districts mentioned, had again become dearer than the scarcity rate; see following table:—

| GRAINS | Prices in Seers of 80 Toibah per Rupee. | | | | | | | | | | | Scarcity Rates. | |
|--------------|---|------|------|---------|------|------|-----------|------|------|-----------|------|-----------------|------|
| | Kurnool | | | Bellary | | | Anantapur | | | Chuddapah | | | |
| | On Nov | | Dec | On Nov | | Dec | On Nov | | Dec | On Nov. | | | Dec. |
| | 14 | 28 | 5 | 14 | 28 | 5 | 14 | 28 | 5 | 14 | 28 | | 5 |
| Rice - - - | 7 0 | 8 6 | 8 7 | 0 0 | 8 3 | 7 8 | 7 4 | 9 5 | 8 8 | 8 8 | 9 3 | 9 0 | 7 9 |
| Ragi - - - | 19 6 | 18 0 | 15 0 | 11 9 | 18 8 | 15 2 | 12 8 | 23 2 | 16 9 | 14 6 | 19 1 | 17 0 | 16 0 |
| Cholum - - - | 10 9 | 16 7 | 14 1 | 9 3 | 16 3 | 12 2 | 11 4 | 17 9 | 13 2 | 12 5 | 15 0 | 13 2 | 15 0 |
| Cumbu - - - | 10 5 | 14 6 | 13 2 | - | - | - | 11 5 | 16 0 | 13 2 | 12 6 | 15 1 | 14 0 | 14 0 |

The maintenance of the low prices of November 28th was also, so far as the information available serves, impossible as long as the prices of cholum (*Sorghum vulgare*) and cumbu (*Pennisetum typhoides*) were so high in Western and Northern India, and as long as they so continue, profitable export will be possible with rates locally dearer than the scarcity rate level. Trade has been, so far as is known, fairly active, but of late uncertainty as to the course of prices has restricted operations, and local dealers are standing out for higher rates.

The condition of the people generally throughout the affected area is good, but some of the lower classes show signs in parts of being pinched, and, with the cessation of demand for field labour, the employers hoarding their stores of grain, and the consequent necessity thrown on these classes for purchasing grain at scarcity rates, their resources were rapidly exhausted, and that relief measures were required was abundantly shown by the numbers who resorted to the test relief works as soon as they were opened. The Commissioner has seen ample grounds in his tours for being satisfied that the pressure is already telling severely on the low castes and some of the Sudra classes. The change in the weather towards the end of the month drew away some of the relief workers, but

the numbers on works already show signs of increasing in several places For the last four weeks the numbers employed on relief works have been:—

| DISTRICT. | On November | | | On December |
|--------------------|--------------|---------------|---------------|---------------|
| | 14th. | 21st. | 28th. | 5th. |
| Kurnool - - - | 2,798 | 10,720 | 7,066 | 3,798 |
| Bellary - - - | 1,541 | 14,954 | 14,833 | 13,815 |
| Anantapur - - - | 1,010 | 2,572 | 1,008 | 423 |
| Chuddapah - - - | 4,397 | 6,831 | 3,646 | 4,517 |
| TOTAL - - - | 9,741 | 35,077 | 26,553 | 22,483 |

The numbers may be expected to increase in the early future, although for the present a certain amount of field labour may afford employment to some of the labouring class. The works were all started under the ordinary district staff, and in most cases consisted of road repairs. Land improvement loans have not so far been much availed of, but the attention of all district officers has been drawn to the advantages of this form of relief, and in some districts a large number of applications for loans are pending disposal. Wages were regulated according to the Madras Famine Code, and adjusted as often as necessary to the prevailing price of grain, no difficulty being experienced in doing this as often as the fluctuations of the market, which were rapid, demanded. Generally speaking, it has been found that ragi is now more easily procurable and cheaper than cholom, and for the most part wages have been regulated according to the price thereof. As the famine wage does not provide any margin for the support of the children of workers and infirm dependents, kitchens for the distribution of cooked food to these are being established in connection with all large works.

It having been found that at several places there are large communities of weavers whose work has been brought to a standstill by the cessation of demand, chiefly from Northern India, for their wares, schemes for employing them at their own trade have been drawn up and are being introduced. So far only at Adoni, in the Bellary district, have any weavers come on this form of relief, and there the numbers so relieved have been 1,239 on the 14th and 1,119 on the 28th November, and 972 on the 5th December. This form of relief will be extended to other places also.

No village or poorhouse relief has yet been introduced, but in Kurnool inquiries are being made and circle inspectors are being appointed to draw up the necessary list of persons to whom it may be necessary to extend these forms of relief.

The mortality returns for November are not yet available. Those for October gave the following results for the districts concerned, as compared with the average. On the advice of the Sanitary Commissioner, the average shown is that for the corresponding period of the two preceding years:—

| DISTRICT. | Number of Deaths. | |
|---------------------|-------------------|----------|
| | In October 1896. | Average. |
| Kurnool - - - - - | 1,451 | 1,444 |
| Bellary - - - - - | 1,549 | 1,388 |
| Anantapur - - - - - | 1,347 | 986 |
| Cuddapah - - - - - | 1,920 | 2,343 |

The increase noticeable in Anantapur has occurred chiefly in the affected taluks, and most of the deaths were due to cholera. The same cause led to the excess in Bellary.

The area alluded to above all lies in the group of districts termed, for the purpose of the season reports, the Deccan districts, but it has become evident that relief measures will very shortly become necessary in parts of the Circars also. In Ganjam there has been a widespread loss of the rained paddy, on which the district chiefly depends, and much damage to other crops, owing to the almost unbroken drought that has prevailed

since September. In a less degree also, the district of Vizagapatam and the upland portion of Gódvári have been affected, and in all three districts prices are exceptionally high. They are shown below for information :—

| Period. | Prices in Seers of 80 Tolahs per Rupee. | | | | | | | | |
|--------------------|---|-------|--------------|-------|--------|---------|-------|--------|---------|
| | Ganjám. | | Vizagapatam. | | | Gódvári | | | |
| | Rice. | Ragi. | Rice. | Ragi. | Cumbu. | Rice. | Ragi. | Cumbu. | Cholum. |
| October, average - | 12 5 | 23 8 | 10 5 | 19 2 | 21 8 | 10 2 | 16 8 | 26 2 | 16 0 |
| On November 14 - | 10 3 | 17 2 | 9 2 | 17 1 | 17 7 | 9 1 | 14 2 | 17 2 | 13 3 |
| On November 28 - | 10 3 | 17 1 | 9 0 | 16 6 | 17 5 | 8 9 | 13 5 | 16 4 | 12 8 |
| On December 5 - | 10 4 | 17 4 | 9 0 | 17 0 | 17 3 | 9 2 | 14 2 | 16 4 | 12 5 |
| Scarcity rates - | 10 2 | 15 0 | 9 6 | 14 0 | 15 0 | 9 6 | 14 0 | 14 0 | 14 0 |

MONTHLY FAMINE, STATEMENT B.

For the period ending Saturday evening, November 28, 1896.

| DISTRICTS. | Maximum Number for whom Relief is estimated to be required in case of serious Famine. | Numbers for whom Relief was provided in Programme of Relief Works. | | | Numbers for whom Relief can be provided by Works remaining on Programme on Date of Report. | |
|-------------------|---|--|-----------------|---------|--|---------|
| | | Date of Programme. | On Large Works. | Others. | On Large Works. | Others. |
| 1. | 2. | 3. | 4. | 5. | 6. | 7. |
| Deccan Districts | | | | | | |
| Kurnool - - - - | 103,000 | May 18, 1896 | 198,041 | 87,368 | 197,188 | 87,304 |
| Bellary - - - - | 180,000 | May 18, 1896 | 324,615 | 29,888 | *302,736 | *32,136 |
| Anantapur - - - - | 141,800 | July 6, 1896 | 143,224 | 31,567 | 143,140 | 34,529 |
| Cuddapah - - - - | 237,800 | May 21, 1896 | 203,770 | 110,170 | 203,190 | 109,945 |
| TOTAL - - - - | 738,600 | — | 869,650 | 261,993 | 846,318 | 203,914 |

| DISTRICTS. | Date up to which Expenditure is known. | Expenditure since April 1st up to the latest day for which figures are available. | | Advances given—April 1st up to end of Month under | | Revenue suspended beyond the current Official Year |
|-------------------|--|---|----------------------|---|------------------------------|--|
| | | Rupees omitting 000s. | | Land Improvement Loans Act | Agriculturalists' Loans Act. | |
| | | On Relief Works. | On Gratuitous Relief | Rupees omitting 000s. | Rupees omitting 000s. | |
| 8. | 9. | 10. | 11. | 12. | 13. | |
| Deccan Districts. | | | | | | |
| Kurnool - - - - | Nov. 28, 1896 | Rs 7 | - | Rs. 1 | - | - |
| Bellary - - - - | Nov. 28, 1896 | 9 | - | - | 2 | - |
| Anantapur - - - - | Nov. 23, 1896 | 1 | - | 8 | - | - |
| Cuddapah - - - - | Nov. 28, 1896 | 6 | † | - | - | - |
| TOTAL - - - - | — | 23 | - | 9 | 2 | - |

* According to revised Programme.

† Not yet reported.

No. 27.

From M.R.R.Y. R. V SRINIVASIAH AVARGAL, B.A., RAO BAHADUR, SECRETARY TO THE COMMISSIONER OF REVENUE SETTLEMENT AND DIRECTOR OF THE DEPARTMENT OF LAND RECORDS AND AGRICULTURE, MADRAS, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT, CALCUTTA.

SIR,

Madras, January 14, 1897

I AM directed to submit herewith the Board's report on the affected districts for the month of December 1896, prepared in accordance with the instructions conveyed in Government of India Circular No. 5 F., dated 2nd March 1892, embodied in section 48 of the Madras Famine Code (1896).

I have, &c.
(signed) R. V SRINIVASIAH,
Secretary.

MONTHLY FAMINE, STATEMENT A.

For the period ending Saturday evening January 2, 1897.

| DISTRICT. | Area. | Population in Thousands. | Affected Area. | Estimated Population of Column 4. | Numbers on Relief Works on last day of the Period. | | |
|-----------------|-----------|--------------------------|----------------|-----------------------------------|--|----------|----------|
| | | | | | Class A | Class B. | Class C. |
| 1. | 2. | 3. | 4 | 5. | 6. | 7. | 8 |
| Deccan. | Sq. Miles | | Sq. Miles. | | | | |
| Kurnool - - - | 7,514 | 818 | 981 | 182,718 | - | - | 3,538 |
| Bellary - - - | 5,975 | 900 | 3,278 | 465,600 | 1,100 | 12,240 | - |
| Anantapur - - - | 4,885 | 709 | 3,468 | 406,582 | - | - | 323 |
| Cuddapah - - - | 8,731 | 1,272 | 1,607 | 284,482 | - | 1,041 | 568 |
| Total - - - | 27,106 | 3,699 | 9,304 | 1,309,377 | 1,100 | 13,881 | 4,420 |

| DISTRICT. | Numbers on Relief Works on last day of the Period—contd. | | Numbers on Gratuitous Relief | Prices of principal Food-grains in Seers of 80 Tolas per Rupee. | | | |
|-----------------|--|--------|------------------------------|---|-------|--------|--------|
| | Class D. | Total | | Rice. | Ragi. | Cumbu. | Cholum |
| | 9. | 10 | 11 | 12. | 13. | 14. | 15. |
| Deccan. | | | | | | | |
| Kurnool - - - | - | 3,538 | 88 | 9 1 | 15 8 | 12'7 | 15 1 |
| Bellary - - - | 32 | 13,402 | * 1,811 | 9 4 | 17 8 | - | 14 4 |
| Anantapur - - - | 11 | 834 | 26 | 9 8 | 17 7 | 14'5 | 14'6 |
| Cuddapah - - - | - | 2,209 | † 4,874 | 9 4 | 17'0 | 14'5 | 14 2 |
| Total - - - | 43 | 19,543 | 6,799 | | | | |

* Includes 852 weavers relieved

† Includes 4,765 weavers relieved.

Remarks.—The affected area remains almost unchanged from that alluded to in the report for November, although, within the four Deccan districts in which it lies, the portions more particularly affected are becoming more clearly defined. Since the last report was submitted there has been no improvement. The rainfall at the end of November has, as was anticipated, proved inadequate to bring about much change in the affected area, but it prevented the extension of the area affected, and as the rainfall of the north-eastern monsoon over the whole of the southern half of the Presidency, though late, has been copious, a fair harvest over that area has been rendered secure, and the prospect of the in-coming of this has reacted in some measure in the affected districts. Ordinarily prices would go on rising from December up to June, but in this year it is possible that prices may simply harden or even fall. The high prices of November were partly due to scarcity elsewhere; partly to the long drought over extensive tracts; partly to scare amongst the ryots owing to ancient prophecies, and partly to the combinations of the merchants.

gratuitous relief; affected area 19,100 square miles, population 10,484,000. Punjab has in six districts 284 works, with 75,918 workers and 8,712 dependants, 12 poor-houses with 1,478 inmates, besides 11,404 on gratuitous relief; distressed area 13,700 square miles, population 3,447,000. Central Provinces have in 18 districts 177 works, with 269,894 workers and 43,041 dependants, 44 poor-houses with 30,931 inmates, besides 110,683 on gratuitous relief; distressed area 51,800 square miles, population 6,461,000. Burma has in two districts two works, with 18,300 workers and 3,949 dependants, besides 1,314 on gratuitous relief; distressed area 4,900 square miles, population 527,000. Berar has 31 works, with 16,393 workers and 3,076 dependants, 23 poor-houses with 3,201 inmates, besides 6,659 on gratuitous relief; affected area 12,800 square miles, population 2,156,000. Including Native States, numbers on relief are 3,303,968 against 4,240,337 last month. Up to 25th June, ordinary monsoon conditions appeared well established. Agricultural operations had generally commenced and numbers on relief were declining. West coast monsoon then died away, and, excepting scattered showers, weather throughout the country has been fine. Burma still receives good rain. Good rain is now falling again on west coast to the south of Bombay and in Mysore, and fair rain has fallen last three days throughout Central Provinces, and parts Bengal and North-West Provinces. Bombay, Deccan, and Madras still without rain. If there is renewed advance of the monsoon now, damage will not have been very great, but present situation serious in districts where sowings on large scale have been made. Elsewhere sowing operations suspended, and persons returning to relief works. Great scarcity of fodder felt in Bombay, Madras, Hyderabad, Berar, and parts of Central Provinces. Prices are rising, but not rapidly. In Madras, staple food grains are about 10 seers; Bombay between 7 and 9; Bengal 8 seers, rice and Indian corn 9; North-West Provinces 9 to 12 seers; Punjab 8 to 13; Central Provinces 7 to 9; Berar 8 to 10; Gwalior 9. Grain supplies sufficient generally for three months, except Betal, Bhandara, and other isolated tracts in Central Provinces and elsewhere. Condition of people is fair in Madras, good Bengal, also Bombay except in hilly tracts; good or fair North-West Provinces and Berar; good Punjab except in Hissar; generally fair in Central Provinces, but isolated cases of privation occur in Raipur and among immigrants from Native States. Condition of relief workers fair to good everywhere. In Central Provinces all classes are represented on relief works, as also in Hissar. Cultivators are in small proportion in Bombay. Petty cultivators are found on relief works in North-West Provinces and Bengal. General position still improving in Rajputana, and if good rain falls shortly there should be little more distress. Bhurtpore State can now be excluded from affected and distressed area, 4,200 square miles, population 1,104,000. No change of any importance Central India; affected and distressed area 2,700 square miles, population 4,070,000. Hyderabad same as before.

From Viceroy, 17th July 1897.

Famine. During past week good rain has fallen in Bengal, in most districts of Central Provinces and North-West Provinces and Oudh, and some districts of Punjab. Elsewhere in Rajputana, Sind, Gujerat, and Central India there has been general rain of varying amounts. In Bombay Deccan showers have fallen in parts, but more rain is wanted. Madras still practically rainless, also Hyderabad. Some rain in Berar, but more is wanted. Situation therefore much improved, and chief anxiety now confined to Bombay Deccan, and Hyderabad (South), and parts of Madras. Autumn harvest will be late, except in Burma and Bengal, and relief consequently protracted. No material change in prices. On relief:—Madras 720,000, Bombay 359,000, Bengal 695,000, North-West Provinces and Oudh 989,000, Punjab 86,000, Central Provinces 549,000, Burma 25,000, Berar 29,000, Hyderabad 14,000, Central India 102,000, Rajputana 24,000; total 3,592,000. The rapid rise in Madras is engaging our attention.

From Viceroy, 18th July 1897.

Famine. Lieutenant-Governor of North-West Provinces reports sufficient rain has fallen now over whole province.

From Viceroy, 23rd July 1897.

General rain in Bengal (Deltaic and Central) and Behar; prospects good, except in north Darbhanga and Champaran, where rainfall insufficient. In North-West Provinces good rain has fallen from 15 inches downwards throughout provinces, and prospects now favourable. In Central Provinces, good rain from seven inches downward, and present prospects are favourable throughout province. In Punjab, good rain has fallen in some districts, but more rain is needed. Central India and Rajputana report good, and Berar moderate rain. In Madras (Central) showers now falling, but heavier rain is much wanted both in Madras and Bombay, also in south-west of Nizam's territory. Prices risen in Madras, Hyderabad; falling Agra; stationary elsewhere. On relief:—Madras 797,000, Bombay 385,000, Bengal 627,000, North-West Provinces 837,000 (including 64,000 relieved from Famine Fund), Punjab 60,000, Central Provinces 574,000, Burma 26,000, Berar 34,000, Hyderabad 13,000, Central India 93,000, Rajputana 16,000; total 3,462,000.

From Viceroy, 30th July 1897.

Famine Light general rain during past week throughout Bengal and Central Provinces; heavy rain throughout North-West Provinces; good or fair rain has fallen throughout Burma, Punjab, Rajputana, Central India, Berar, Nizam's territory. In Madras (Central) good rain has fallen in Kurnool, and fair rain has fallen in Bellary and Cuddapah; more rain is wanted in Anantapur, normal elsewhere in Madras. In Bombay Deccan rain has fallen widely, but more rain is wanted in Bijapur and parts of other districts. Monsoon strengthening and prospects much improved everywhere. Prices 9 to 12 seers millet Madras, 7 to 9 millet Bombay, $6\frac{1}{2}$ to 9 rice and wheat Central Provinces, 7 to 9 common rice, Bengal, 9 to 12 wheat and barley North-West Provinces, 10 to 13 wheat Punjab. On relief:—Madras 831,000, Bombay 404,000, Bengal 582,000, North-West Provinces 628,000 (including 66,000 relieved by Famine Fund), Punjab 37,000, Central Provinces, 572,000, Burma 31,000, Berar 29,000, Hyderabad, 14,000, Central India, 77,000, Rajputana 16,000; total 3,220,000.

From Viceroy, 2nd August 1897.

Famine. In North-West Provinces June mortality highest in Hamirpur 4·97, Jalaun 3·67, Fatehpur 3·61, Mirzapur 3·45, Jhansi 3·25. In Central Provinces June mortality greatly swollen by cholera, 21,000 deaths being so returned, and many others due to same cause. Highest mortality:—in Balaghat 11 7, or excluding cholera 6 92, Bilaspur 10 9 or 6·88, Mandla 10·5 or 6 91, Saugor 10 3 or 8 5, Raipur 9·05 or 5 73, Bhandara 7 02 or 5·2, Nimar 6 96 or 5·47, Seon 6 86 or 4·93, Tirt 6·48 or 5 43, Damoh 6·39 or 4·53, Betul 6·4 or 4 01, Purn 6·13 or 4 43, Jubbulpore 5 71 or 5 06, Wardha 5 59 or 4 13, Nagpur 4·83 or 3 97. In Bombay, highest in Satara 5·81, Poona 5·72, Nasik 5·25, Belgaum 5, Bijapur 4 56. Excess due to cholera. In other provinces mortality not excessive.

CENTRAL PROVINCES.

No. 476-C., dated Camp Saugor, the 25th March 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to The Secretary to the Government of India, Department of Revenue and Agriculture.

In continuation of my No. C. 330 of the 9th instant, and in compliance with your No. ⁸⁴⁸/₈₄₋₂₂ F., dated the 19th idem (received yesterday), I am directed to submit a statement received from the Sanitary Commissioner, showing the mortality statistics of the Provinces for the month of January 1897. A brief explanation of abnormal mortality has been given, as desired in your letter, in the remarks column, and a column has been added showing the actual excess mortality, as compared with the normal figures entered in column 2

2. It will be observed that the January death rate shows an increase in Jubbulpore, Narsinghpur, Seoni, Betul and Sambalpur, and a decrease elsewhere. But in this connection I am to point out that the normal figure for January is lower in every district (except in Burhanpur, where it is the same in both months) in January than in December.

3. As regards deaths from the effects of privation, either direct or indirect, the Chief Commissioner regrets that he is still unable to furnish reliable statistics, and he fears that this will also be the case as regards the February return, which he hopes to submit very shortly. The subject has, however, been discussed in the monthly returns (Famine statements A and B and the appended remarks) for January and February, which have already been submitted to the Government of India. Orders have now been issued for the collection and punctual submission of the information called for in your Circular No. ¹³/₈₄₋₁ F, of the 10th February, and in my letter above quoted it was stated that the Chief Commissioner hoped to be in a position to submit figures for March with some approach to completeness.

Statement showing the death rate for the month of January 1897 and 10 previous years.

| Districts. | | Death rate per male for the month of January 1897 | Average death rate per male for 10 previous years. | Excess mortality (column 1 minus column 2) | Total deaths from starvation | REMARKS. | |
|------------------------|----------------------|---|--|--|------------------------------|----------------------------|--|
| | | 1 | 2 | 3 | 4 | | |
| Chhattisgarh Division. | Jubbulpore Division. | Saugor ... | 5.3 | 2.8 | 2.5 | Information not available. | Much of the excess mortality during the month was among starving immigrants from outside the Provinces. This was especially the case in the Murwara Sub-division of the Jubbulpore District. |
| | | Damoh ... | 5.5 | 2.6 | 2.9 | | |
| | | Jubbulpore ... | 6.9 | 2.3 | 4.6 | | |
| | Nerbudda Division. | Murwara ... | 10.6 | 2.0 | 8.6 | | |
| | | Mandla ... | 3.9 | 2.1 | 1.8 | | |
| | | Seoni ... | 5.3 | 2.0 | 3.3 | | |
| | | Narsinghpur ... | 6.5 | 2.5 | 4.0 | | |
| | | Hoshangabad ... | 4.3 | 2.4 | 1.8 | | |
| | | Nimar ... | 4.2 | 2.9 | 1.3 | | |
| | | Burhanpur ... | 2.2 | 2.4 | -.2 | | |
| | | Betul ... | 3.6 | 2.5 | 1.1 | | |
| | | Chhindwara ... | 2.5 | 2.2 | .3 | | |
| | | Balaghat ... | 4.9 | 2.0 | 2.9 | | |
| | | Bhandara ... | 3.5 | 2.1 | 1.4 | | |
| | | Nagpur ... | 2.2 | 2.3 | -.1 | | |
| Wardha ... | 2.1 | 2.5 | -.4 | | | | |
| Chanda ... | 2.0 | 2.4 | -.4 | | | | |
| Sambalpur Division. | Raipur ... | 2.7 | 1.9 | .8 | | | |
| | Bilaspur ... | 3.1 | 1.9 | 1.2 | | | |
| | Sambalpur ... | 2.3 | 1.9 | .4 | | | |

REVENUE DEPARTMENT.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department, No. 1934, dated Nainpur, the 8th April 1897.

SIR,

In paragraph 25 of Mr. Priest's letter No. 849, dated the 12th February 1897, it was stated that the Chief Commissioner hoped shortly to be able to submit a forecast of the probable requirements of the Province in the matter of famine-relief during the coming official year. Any such estimate of requirements must obviously be based on the probable numbers of persons who will seek relief, and a preliminary attempt at such an estimate for the period between the 1st of February and the end of September was made in the letter of February referred to above.

It was on this estimate and on the figures furnished by Commissioners of Divisions that the amount of 5½ lakhs of rupees (exclusive of famine loans) as representing the probable provincial expenditure on famine relief during 1897-98 was fixed and reported to the Finance Department in this office letter No. 1271, dated the 27th February 1897.

2. Since these calculations were made, the Chief Commissioner has visited Balaghat, Raipur and Bilaspur, and has found that the local officers in all three districts had considerably under-estimated the numbers who will probably need relief during the hot weather and monsoon months. Moreover the actual statistics of persons in receipt of relief during the latter half of February and the first half of March have shown that the diminution in numbers which was anticipated as likely to result from harvest labour and the opening of the forests will probably, in nearly all districts, be more than counterbalanced by the effect of the steady depletion of stocks, especially in the extensive rice tracts of Chhattisgarh, where the reaping of the rabi crops gives but slight relief to the great mass of the people. The Chief Commissioner also thinks it probable that the very fact that relief works have been opened on an extensive scale, and that large bodies of people have for some time been employed on them, will deter many persons from resorting to the forests to gather *mahua* in accordance with their usual practice at this time of the year. In the majority of cases whole families have settled on the works: they have arranged for sufficient shelter: an adequate supply of food is secured, and the regular labour is not found unduly arduous or irksome; and there is thus no sufficient motive to induce them to move off to the uncertain subsistence which the forests offer.

These considerations have made it necessary to recast, in several cases, the estimates of the numbers likely to need relief in each month of the ensuing year, which were furnished by Commissioners in reply to Mr. Priest's letter No. 5123, dated the 30th December 1896; and I am now to submit for the information of the Government of India a carefully revised statement showing the probable numbers, classified as relief workers and gratuitously relieved, for each month of the next year in all districts of the Province. The estimates have been framed on the assumption that the course of the next monsoon rains will be normal and that the outturn of the kharif crops will not be below the average. If these crops should again fail, the figures will of course need entire revision; but it does not seem advisable to provide for this contingency at present. It must, moreover, be carefully borne in mind that the figures given do not pretend to be more than approximations. So far, experience has only tended to strengthen the Chief Commissioner's previous conviction that accurate prediction in matters connected with famine is almost impossible; and all that he can urge in favour of the estimates now submitted is that they are based on previous actuals and that the fluctuations indicated from month to month are those which experienced local officers think, after careful consideration, to be most probable.

3. Considering first the grand totals for the Province for each month, it may be observed that in spite of harvesting operations, which have been in active progress during the last four weeks, numbers during this period have steadily risen from 326,000 to 379,000. This increase has been most marked in the rice country of Chhattisgarh, where stocks are rapidly running out, and in the Nerbudda Division, where there has been a large immigration of harvest labourers who, owing to the scanty rabi crops, have not found their usual employment and have been forced on to the Government works. In the Jubbulpore Division, on the other hand, there has been a decrease, while in Nagpur, owing chiefly to gradual exhaustion of stocks, numbers have gone up by 33 per cent. during the last four weeks.

So far, prices have fallen but slightly, any local fall resulting in immediate export, chiefly to the North-West Provinces, which again brings them back to their previous high level. Should the *rabi* harvest prove abundant in those Provinces and the Punjab, it is possible that a more extensive and permanent fall of prices may take place when it is reaped. The spring harvest is now nearly over in the Central Provinces, and the only further probable cause of decrease in numbers during April and May is the gathering of the *mahua* crop, which, in ordinary years, gives food to large numbers, and which in normal circumstances should at least check the increase which the growing depletion of stocks would otherwise cause. The outturn of this crop is however in most districts still somewhat uncertain; cold and cloudy weather has retarded flowering, and a full crop is in several districts not expected. Moreover, as has been pointed out above, the people have now become accustomed to relief works, and will probably be frequently unwilling to leave them, even for the easier subsistence which the forests might give them. The estimates of 458,000 for April and 525,000 for May, as against 380,000 at the time of writing, seem therefore not unreasonable. In June the advent of the monsoon will certainly induce some of the less needy, especially in the Nerbudda Division, to return to their homes, while, in the rice districts, large numbers will take to field work. In the Jubbulpore Division, however, where distress is acute, it is believed that numbers will increase in all districts except Seoni, where there are large rice areas, and where a considerable proportion of those now on the works are supposed to have a sufficient reserve stock to keep them in food from sowing time to harvest. The same is the case in Nagpur, the Division where it is certain that many of those who are now on the works have come there with the idea of supporting themselves without having to consume their little stocks which they will reserve until the rains begin, and they have to provide food for themselves while engaged in field work. In Chhattisgarh there will certainly be a large decrease in numbers in June, as all cultivators will be busy in their fields. It is indeed possible that the decrease of 22,000 which has been allowed on this account is, if anything, under the mark. The result of these various considerations is that the Provincial total for June is slightly less than the figure for May. In July, when agricultural operations are in full swing everywhere, numbers are expected to fall greatly in all districts, and the diminution of the Provincial total from 507,000 to 356,000 is not more than may reasonably be anticipated. In August the ripening of the maize and some of the early millets will cause a still further fall, and this will be accentuated in September. In October the early rice will give very general relief and will probably lower prices everywhere. The rabi sowings, which will be taken in hand during that month, will still further diminish the demand for Government relief. In November the remaining kharif crops will be reaped, and after December it is generally expected that, if these crops are normal, there will be little or no further necessity for direct famine-relief.

4. A careful comparison of the actual expenditure of the current year, which is now estimated to reach 29½ lakhs, with the number of persons relieved week by week, has shown that the method of calculation hitherto adopted, that is of taking Re. 1 as representing the cost of relieving 10 persons for one day, gives, with a very fair degree of accuracy, the total cost of famine-relief, including actual wages or doles paid, establishments, hutting, tools and plant and contingencies. Accepting this basis of calculation and multiplying the total number estimated to need relief in each month by 30, the total number of units (one person for one day) who are estimated to need relief during the next year comes

to 78,508,500 or say 78½ million, which would give an expenditure for next year of say 78½ lakhs of rupees divided as follows :—

| | | |
|---------------------|-----|-----------|
| Jubbulpore Division | ... | 39½ lakhs |
| Nagpur | .. | 9½ " |
| Nerbudda | .. | 18 " |
| Chhattisgarh | .. | 11½ " |
| | | 78½ " |

From this may be subtracted 10 lakhs of rupees which have been asked for for famine loans, works executed by the aid of which will *pro tanto* diminish the demand for direct Government relief. This leaves a sum of 68½ lakhs as the probable requirements of the Central Provinces up to end of December, after which date it is generally hoped that direct relief will not be needed. The Chief Commissioner is however inclined to think that in view of the succession of bad seasons through which the districts of the Jubbulpore Division have passed, it is not at all certain that the need for Government relief will wholly cease by the end of December. Poor-houses will probably have to be kept open even after that date, and some work will have to be provided for the surplus labourers whom the reduced agriculturists will be unable to employ. He thinks therefore that something should be provided to meet such cases in January, February and the early part of March 1898, and would add 3½ lakhs to the estimate to meet such expenditure. This will raise the Provincial estimate to 72 lakhs as against 58 lakhs estimated in February. This sum is, as already observed, exclusive of 10 lakhs which have been asked for for famine loans.

5. Mr. Lyall observes that, in accordance with the previous estimate, 68 lakhs (inclusive of famine loans) have been provided for famine-relief in the Central Provinces in the Budget for 1897-98. He does not think that it will be necessary to make any change in this provision at present, the data on which the forecast now offered is based being, as already observed, very uncertain. Should further expenditure prove to be necessary, it will have to be incurred independently of Budget provision; and it will be time enough to add to the amount provided when experience has proved that such addition is necessary.

I have, etc.,

M. W. FOX-STRANGWAYS,

Offg. Chief Secretary.

No. 908-C., dated Pachmarhi, the 19th May 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

In compliance with the request contained in your telegram No. 966, dated the 9th ultimo, and subsequent reminder No. 1196-F., dated the 5th instant, I am directed to forward herewith letter No. 386-C., dated the 16th March last, to be substituted for the letter bearing the same number and date, with a copy of the revised monthly Famine Statement A for the month of February 1897, and to express regret for the delay which was unavoidable.

To be substituted for the letter bearing the same number and date.

No. 386-C., dated Camp, the 16th March 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

I am directed to submit, for the information of the Government of India, consolidated monthly Famine Statements A and B as prescribed by Section 16 IV—VII of the Central Provinces Famine Code for the month of February for all districts of the Central Provinces which are affected by scarcity.

A memorandum by the Commissioner of the Division summarizing the main facts in each of the affected districts is also forwarded for each division as well as copy of a letter from the Commissioner, Nerbudda Division, which accompanied the memorandum for his division.

Maps coloured to show the affected areas are also forwarded for each district.

2. With reference to these reports and statements, I am to observe that relief measures in the Jubbulpore and Nerbudda Divisions are, the Chief Commissioner believes, now fully organized, the arrangements made there being fully adequate to meet any probable development of distress. In these divisions it will be observed the harvest operations have caused a substantial decrease of the numbers coming on Government for relief. This decrease is, however, likely to be temporary only and much of the labour now engaged in harvesting will doubtless return to the relief works when the spring crops have been fully gathered in.

In the Nagpore Division there is, Mr. Lyall thinks, some cause for anxiety as regards the Balaghat District where distress has recently been developing very rapidly, and where the Deputy Commissioner has been in weak health and unable to control the arrangements for famine relief with the necessary energy and attention. The Chief Commissioner has, on these grounds, found it necessary to transfer this officer to a lighter charge and to replace him by an officer better fitted to stand the strain of responsibility for a heavy famine district.

The Chief Commissioner visited this district towards the end of February and the whole situation there is now under his careful consideration.

3. In the two districts of the Chhattisgarh Division which are affected by scarcity (Raipur and Bilaspur) distress is, as was to be expected in tracts so largely dependent on one crop (rice), developing very rapidly, now that the small out-turn of the autumn harvest has been consumed. The circumstances of each district have recently been very fully considered by the Chief Commissioner on the spot in consultation with the local officers and he trusts that the scheme of relief which has now been matured will prove adequate to meet any probable development of the situation there.

4. As regards details it will be observed that the number of deaths reported to be due to privation in Jubbulpore and Bilaspur was large. In the case of Jubbulpore, however, the number includes, as will be seen from the Commissioner's remarks, a large number of deaths of wanderers from Native States and from the North-Western Provinces. The Government of India are aware that the northern parts of this district have long been subject to the invasion of such famine-stricken persons from outside and that the method of dealing with such immigration has been one of the chief difficulties of the situation there. According to the latest information received more energetic measures are now being taken in the Baghelkhand States for the relief of distress within their borders and the Chief Commissioner hopes that the difficulties caused by immigration will decrease.

5. In paragraph 2 of your letter No. 749 F., dated the 6th instant, a request was made that the result of the enquiry into starvation deaths in Bilaspur referred to in paragraph 6 of the memorandum by the Commissioner, Chhattisgarh Division, forwarded with my letter No. 975, dated the 17th February 1897, should be submitted to the Government of India with the reports for this month. The enquiry is, however, I am to say, not yet complete, but the Commissioner of the Division has been asked to have it completed both for that and the following month as soon as possible. As soon as it is received it will be forwarded to the Government of India. The Commissioner, Chhattisgarh Division, has also been instructed to arrange for a more precise record of starvation deaths in the Raipur district.

Monthly Famine Statement A for the four weeks ending Saturday evening the 27th February 1897.

[To be submitted to the Government of India within the first half of the next month]

| District. | Area | Population in thousands | Affected area | Estimated population in thousands of column 4 | NUMBERS ON RELIEF WORKS ON LAST DAY OF MONTH | | | | | Number on gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD-GRAINS IN SEERs PER RUPEE | | | Monthly death-rate per mille per annum | Deaths due to starvation. |
|-----------------------------|-----------------|-------------------------|-----------------|---|--|---------|---------|---------|---------|-----------------------------|---|-------|------|--|---------------------------|
| | | | | | Class A | Class B | Class C | Class D | Total | | Wheat | Rice. | Juar | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 |
| Jubbulpore . | Sq miles, 8,948 | 748 | Sq miles, 2,858 | 498 | 976 | 9,177 | 44,410 | 54,568 | 24,518 | 10½ | 10 | | 114 | 681 | |
| Saugor | 4,007 | 592 | 4,007 | 591 | 97 | 6,781 | .. | 17,018 | 28,886 | 18,673 | 8 | 7 | | 59 | . |
| Damoh | 2,881 | 325 | 2,000 | 200 | 567 | 8,221 | . | 10,783 | 14,571 | 7,164 | 8 | 8 | ... | 52 | 9 |
| Mandla | 5,056 | 339 | 5,056 | 339 | ... | . | . | 20,300 | 20,800 | 8,004 | 8 | 8½ | | 85 | 8 |
| Seoni | 3,198 | 871 | 1,766 | 200 | 88 | 4,127 | 69 | 2,212 | 6,496 | 2,024 | 10½ | 9½ | 11 | 62 | 36 |
| Total Jubbulpore Division | 19,040 | 2,376 | 15,682 | 1,828 | 1,728 | 23,306 | 69 | 94,723 | 119,826 | 53,383 | | | | | 678 |
| Nagpur | 3,832 | 758 | 524 | 243 | 18 | 923 | | 337 | 1,278 | 1,228 | 9½ | 9½ | 11½ | 21 98 | 24 |
| Bhandara | 8,968 | 742 | 2,850 | 430 | . | 7,135 | | 7,959 | 15,094 | 4,241 | 10 | 10 | 12½ | 41 70 | 21 |
| Balaghat | 3,164 | 388 | 1,500 | 230 | 130 | 5,757 | . | 4,461 | 10,348 | 4,466 | 8 | 8 | | 87 36 | 33 |
| Ohanda | 10,749 | 697 | 2,052 | 104 | 82 | 965 | | 1,693 | 2,690 | 392 | 8½ | 9½ | 11½ | 26 76 | 2 |
| Total Nagpur Division | 21,718 | 2,680 | 6,426 | 1,007 | 180 | 14,780 | | 14,450 | 29,410 | 10,327 | | | | | 80 |
| Hoshangabad .. . | 4,594 | 550 | 3,794 | 861 | . | 18,850 | | 1,979 | 20,209 | 6,381 | 9½ | .. | 11½ | 33 2 | 2 |
| Narsinghpur .. . | 1,916 | 367 | 1,916 | 367 | 61 | 8,739 | | 5,191 | 18,981 | 6,457 | 9 | . | 11 | 78 | 42 |
| Nimar | 8,928 | 285 | 3,928 | 285 | | 159 | | 33 | 192 | 518 | 8½ | 8 | 10½ | 34 92 | 7 |
| Ohhindwara .. . | 4,630 | 407 | 2,549 | 164 | | 6,954 | | 137 | 7,091 | 2,812 | 9½ | | 10½ | 25 08 | 25 |
| Betul | 3,324 | 323 | 2,868 | 149 | | 12,037 | | 2,063 | 14,100 | 2,500 | 9 | . | 10 | 42 | 42 |
| Total Nerbudda Division | 18,892 | 1,912 | 15,055 | 1,326 | 61 | 46,709 | | 8,803 | 55,573 | 18,668 | | | | | 118 |
| Raipur | 11,734 | 1,584 | 4,027 | 710 | | 3,001 | | 13,856 | 16,867 | 4,852 | 10 | 10 | | 24 16 | 31 |
| Bilaspur | 8,341 | 1,164 | 8,341 | 1,194 | | 11,056 | | 956 | 12,012 | 6,019 | 10½ | 9 | | 38 45 | 224 |
| Total Chhattisgarh Division | 20,065 | 2,748 | 12,368 | 1,874 | | 14,057 | | 14,812 | 28,869 | 10,871 | | | | | 255 |
| GRAND TOTAL ... | 79,710 | 9,816 | 49,631 | 6,086 | 1,969 | 98,862 | 69 | 132,788 | 233,678 | 93,249 | | | | | 1,131 |

FOOT-NOTE (1)—8 101 persons employed on small works started from private funds in the Bhandara District
 15,965 persons employed on Malguasari Tank works in the Balaghat District
 20,328 employed on local works started by the Deputy Commissioner and by Malguasari with the help of famine loans in the Raipur District

No. 638-C., dated Pachmarhi, the 15th April 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

In continuation of my letter No. 476-C., dated the 25th March 1897, I am directed to submit a statement, received from the Sanitary Commissioner, showing the mortality statistics of the Central Provinces for the month of February 1897. The delay which has occurred in the submission of this statement, and which the Chief Commissioner regrets, has been partly due to the necessity for scrutinising some of the very high figures reported.

2. The Murwara registering circle (the Murwara tahsil of the Jubbulpore District) again shows by far the highest death-rate, the excess over the normal being 140, and over last month's figure 59. Mandla also, and the remainder of the Jubbulpore District, show large excesses over the normal figure, though in the case of Jubbulpore there has been no increase over the rate reported for January. Seoni, Balaghat, Saugor and Damoh all show high rates, though in all four the rates are below those of January. In all these latter districts, however, the distress is, it is well known, acute, and the rates are not higher than might be expected under the circumstances. As regards the first three, I am to say that in Mandla no less than 363 deaths occurred from cholera, and that if these be deducted the death-rate falls to 54 per mille. In this district, one of the most severely distressed in the Provinces, the administration of relief is, owing to the large area to be dealt with, the imperfect means of communication, the scattered population, and the shy and suspicious character of the aboriginal tribes, particularly difficult.

3. There remain the two registering circles forming the Jubbulpore District. In these also cholera has been present, but not to an extent that would appreciably affect the figures. The Chief Commissioner is not at present in a position to assign any special reason for the very high mortality in this district beyond the fact that the distress there is undoubtedly more intense than in any other part of the Provinces. But I am to submit, for the information of the Government of India, copy of my letter No. 581-C., dated the 9th April 1897, from which it will be seen that a special enquiry, as suggested in your letter No. 904—26-11-F., dated the 24th March 1897, has been ordered. I am further to say that the Murwara tahsil has recently been visited by the Commissioner and the scheme of relief operations thoroughly revised with a view to reach every part of the area, and that Mr. Lyall hopes to visit it himself before the end of the current month.

No. 581-C., dated the 9th April 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Commissioner, Jubbulpore Division.

With reference to paragraph 6 of Mr. Anderson's summary of the district reports accompanying the monthly Famine statements A and B for the Jubbulpore Division for February last, in which he deals with the mortality of each district in January as a whole, and the deaths specially ascribed to privation in particular, I am directed to forward an extract (paragraph 3) from a letter No. 904—26-11-F., dated the 24th March 1897, from the Government of India, in the Revenue and Agricultural Department, in which they ask that some further enquiry should be made into the high death-rate prevailing in the Jubbulpore District in January.

2. The recent instructions (conveyed in Mr. Priest's circular No. 1400, dated the 4th March, subsequently revised and supplemented on the 31st March) regarding the return of mortality in distressed districts will have supplied full information for each reporting circle for the month of March; but the Chief Commissioner thinks that the enquiry now ordered should include, not only the month of January, but also that of February as well. The enquiry should be made in communication with the Sanitary Commissioner. The returns of each circle should be examined, and the deaths for each classified by clauses as in the usual monthly statements; but in addition to the details thus given, those regarding deaths in poor-houses and those ascribed to want of food, as set forth in paragraph 4 of circular No. 1400, should be reported.

3 It will, the Chief Commissioner hopes, be found possible to distinguish deaths of wanderers from those of the resident station house population; and in the case of deaths in poor-houses to distinguish (a) immigrants from Native States, (b) immigrants from the North-Western Provinces, and (c) immigrants from other Central Provinces districts from deaths of residents of the district. These details should all be ascertainable from the poor-house registers. Whether in the case of relief centres this information can be given the Chief Commissioner does not know; but if it can it should be. Any additional temporary establishment that may be needed for the purpose of abstracting and compiling this information may be entertained as you may find necessary.

4. The results of the enquiry should be laid before the Sanitary Commissioner who will favour the Chief Commissioner with any observations upon them resulting from his examination, as desired by the Government of India. I am to request that the matter may be taken in hand as soon as possible.

Statement showing the death-rate for the month of February and ten previous years.

| District. | Death-rate per mille for the month of February 1897. | Average death-rate per mille for ten previous years. | Excess over normal. | Total deaths from starvation. | REMARKS |
|-----------------------|--|--|---------------------|-------------------------------|---|
| Jubbulpore Division | Sangor .. | 49 | 27 | 22 | Complete and reliable information not available Steps have been taken to obtain these statistics in future. |
| | Damoh .. | 43 | 25 | 18 | |
| | Jubbulpore .. | 69 | 21 | 48 | |
| | Murwara .. | 165 | 25 | 140 | |
| | Mandla .. | 71 | 20 | 51 | |
| | Seoni ... | 44 | 19 | 25 | |
| Nerbudda Division | Narsinghpore | 40 | 23 | 17 | |
| | Hoshangabad .. | 32 | 27 | 5 | |
| | Nimar .. | 33 | 27 | 6 | |
| | Barhanpore ... | 20 | 22 | 2 | |
| | Betul... .. | 35 | 25 | 1 | |
| | Chhindwara. | 21 | 22 | 1 | |
| Nagpur Division | Balaghat .. | 48 | 17 | 31 | |
| | Bhandara .. | 26 | 17 | 9 | |
| | Nagpur .. | 18 | 21 | 3 | |
| | Wardha .. | 17 | 25 | 8 | |
| | Chanda .. | 17 | 20 | 3 | |
| Chhattisgarh Division | Raipur .. | 22 | 18 | 4 | |
| | Bilaspur .. | 39 | 17 | 22 | |
| | Sambalpur ... | 19 | 21 | 2 | |

From M. W. Fox-Strangeways, I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to The Secretary to the Government of India, Revenue and Agricultural Department, dated Pachmarhi, April 1897.

I am directed to submit, for the information of the Government of India, consolidated monthly statements (for March) A and B, as prescribed by section 16—IV-VII of the Central Provinces Famine Code. Figures are given for all districts affected by scarcity, that is, for all except Wardha and Sambalpur.

Memoranda by the Commissioners of Divisions, letters from the Deputy Commissioners of Betul and Chhindwara, received subsequently to the date of the Nerbudda Division memorandum, and maps coloured to show the affected districts and the localities of relief works and poor-houses in each district, are also forwarded.

2. There has been a great increase during the month in the numbers both on works and on gratuitous relief. The rabi harvest although fairly good in most districts, and even excellent in one or two, was yet, owing to the very restricted

area sown, so small in amount as to afford but little help in the way of employing labour. The mohwa crop, again, has been very late in maturing, and, partly for this reason, and partly for the reason given by the Commissioner of Jubbulpore in his remarks on the lucrative nature, especially to families, of relief work employment, the number of those who left our works in order to pick up a living in the forests was smaller than had been anticipated. There were during the month, in most districts, sudden reductions in the numbers due to the Holi-festival, but these were invariably followed after a very short interval by a return to the former figures.

3. Another result of the short rabi harvest was the very slight effect produced on prices by the marketing of the new crop. Large quantities of wheat were exported especially from the Jubbulpore Division, and no sooner did a tendency to a fall in price appear in any district than it was immediately corrected by export to the North-Western Provinces.

4. The condition of the affected districts has thus been very little improved during the month, and it is therefore a matter for congratulation that the mortality statistics, so far as they are yet available for March, show a decided improvement. This is especially the case in the Jubbulpore District, the blackest spot, as regards the intensity of distress, in the Provinces. The figures now reported lead the Chief Commissioner to hope that the enquiry now being made in this district will show that the very large number of deaths reported as due to privation in February may need some correction. The figures for Mandla and Balaghat, however, show a serious increase. A good deal of this is due in Mandla to cholera, which began in February and continued through the greater part of March. In Balaghat also if the cholera deaths are eliminated the death rate falls from 66 to 60 per mille per annum.

5. Statement B shows that sufficient work is now provided in every district for the numbers likely to apply for it. In this connection I am to say that the programme for nearly every district has recently been revised and enlarged, and that this revision will, it is hoped, be complete for the Provinces by the end of the current month.

6. The Chief Commissioner believes that the organization of relief is now complete in every district. Much has been done during the past month towards systematizing operations and perfecting order and discipline. The system of village to village relief has been very largely extended, and the poor-house population has, wherever possible, been reduced by drafting back to their villages persons who are suitable objects of relief under Section 34 of the Central Provinces Famine Code.

7. The district and divisional reports show that food stocks are everywhere at present sufficient, and that no anxiety about their continued sufficiency is felt in any district except Mandla and Balaghat. The Commissioner of the Jubbulpore Division has been studying the question on the spot in Mandla, and the Chief Commissioner awaits his proposals, which will probably be found equally applicable to the district of Balaghat, which is very similarly situated. As at present advised Mr. Lyall does not think that there is reason to apprehend that private trade will prove unequal to the crisis.

8. It will be observed from the divisional reports that the Indian Famine Charitable Relief Fund has started operations in all divisions, and that in some districts, notably Jubbulpore and Saugor, good progress has been made. The administration of this fund, and the provision of seed grain by means of takavi advances are the two subjects which are now mainly occupying the special attention of the district officers.

9. As regards general prospects Mr. Lyall fears that now that the slight immediate effect of the harvest has passed off no great change, either in the severity of the distress or in the numbers on relief, can be looked for till the breaking of the rains. The reports show, indeed, that a certain number of cultivators are taking advantage of the relief works who are not driven to them by distress, and many of these may be expected to leave during May, when field work will begin. With a view to ascertaining what diminution may be expected from this cause orders have lately been issued for the taking of a census of cultivators on works. This census was to have been taken on the 15th instant; the results are not yet to hand.

Monthly Famine Statement B. for the 4 weeks ending Saturday the 27th March 1897

[To be submitted to the Government of India within the first half of the next month.]

| District. | Maximum number for whom relief is estimated to be required in case of serious famine | Number for whom relief was provided in last programme of relief works, (i.e., average daily number for three months) | | | Number for whom relief can be provided by works remaining on programme on date of report (i.e., average daily number for three months) (a) | | Expenditure since April 1st 1896 (b) | | | Advances since April 1st up to end month under (c) | | | Revenue suspended. |
|------------------------------|--|--|-----------------------------------|---------------|--|----------------|--------------------------------------|----------------------|-----------------------|--|---------------|-------------------------|-------------------------|
| | | Date of last programme | On large works (P W D Schedule A) | Others. | On large works (P W D Schedule A). | Others | Date up to which amount is made up | Rupees omitting 000s | | Land Improvement Act | Famine Loans. | Agricultural Loans Act. | |
| | | | | | | | | On relief works | On gratuitous relief. |  |  |  |  | Rupees omitting 000s. | Rupees omitting 000s | Rupees omitting 000s |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 |
| JUBBULPORE DIVISION | | | | | | | | | | | | | |
| Jubbulpore | 116,000 | 9-4-97 | 127,556 | | 68,375 | 90,000 | 21-3-97 | 497 | 73 | 4 | 60 | 74 | 352 |
| Raugor | 40,000 | 9-4-97 | 129,000 | | 75,749 | 10,000 | 21-3-97 | 171 | 45 | 1 | 30 | 8 | 114 |
| Damoh | 25,000 | 9-4-97 | 91,511 | | 76,023 | | 21-3-97 | 109 | 24 | | | 95 | 284 |
| Mandla | 40,000 | 9-4-97 | 135,556 | | 108,221 | 4,000 | 21-3-97 | 145 | 6 | | 11 | 22 | (remitted) 33 |
| Beoni | 13,000 | 9-4-97 | 98,222 | | 89,075 | 6,000 | 21-3-97 | 35 | 5 | 9 | 8 | 31 | 46 |
| Total | 234,000 | | 581,845 | | 417,443 | 109,000 | | 897 | 152 | 14 | 109 | 220 | 829 |
| NAGPUR DIVISION | | | | | | | | | | | | | |
| Nagpur | 75,000 | 22-11-96 | 51,444 | | 46,740 | | 27-3-97 | 88 | 12 | | 43 | | |
| Bhandara | 20,000 | 5-2-97 | 46,111 | 8,000 | 21,099 | 15,000 | 27-3-97 | 95 | 5 | | 21 | 89 | 75 |
| Balsghat | 27,000 | 28-1-97 | 48,768 | 8,000 | 28,611 | 4,000 | 31-3-97 | 81 | 18 | | 17 | 92 | 98 |
| Chanda | 69,000 | 28-1-97 | 47,262 | | 45,756 | | 27-3-97 | 12 | | | 18 | | |
| Total | 189,500 | | 193,585 | 16,000 | 142,256 | 19,000 | | 221 | 35 | 129 | 181 | | 173 |
| NERBUDDA DIVISION | | | | | | | | | | | | | |
| Hoshangabad | 50,000 | 9-4-97 | 162,224 | 2,400 | 103,245 | 2,400 | 27-3-97 | 250 | 8 | | 5 | | 66 |
| Narmadpur | 40,000 | 9-4-97 | 174,984 | | 114,619 | | 27-3-97 | 193 | 2 | | 5 | 27 | 8 |
| Nimar | 28,000 | 9-4-97 | 77,171 | | 76,273 | | 27-3-97 | 5 | 2 | | 2 | 8 | 8 |
| Chindwara | 14,000 | 9-4-97 | 128,927 | 2,876 | 121,754 | 1,500 | 27-3-97 | 154 | 4 | | 7 | 10 | (remitted) Not reported |
| Betul | 25,000 | 9-4-97 | 122,067 | | 100,126 | | 27-3-97 | 76 | 6 | 2 | 1 | 8 | 10 |
| Total | 157,000 | | 614,773 | 4,776 | 516,011 | 3,900 | | 480 | 38 | 11 | 13 | 48 | 87 |
| CHHATTISGARH DIVISION | | | | | | | | | | | | | |
| Rajpur | 50,000 | 4-12-96 | 146,228 | 11,755 | 110,020 | 11,755 | 27-3-97 | 108 | 18 | | 25 | 111 | 146 |
| Bilaspur | 25,000 | 12-2-97 | 56,493 | 23,750 | 42,856 | 18,775 | 27-3-97 | 62 | 3 | | 60 | 15 | 50 |
| Total | 75,000 | | 202,721 | 35,505 | 152,876 | 30,530 | | 165 | 18 | 28 | 171 | 161 | 164 |
| GRAND TOTAL | 655,500 | | 1,621,984 | 66,281 | 1,228,586 | 162,450 | | 1,763 | 243 | 192 | 474 | 429 | 1,253 |

(a) Some relief works will have been more or less exhausted since the last programme, and others will have been provided for entry in the next programme. The net result should be shown in columns 6 and 7.

(b) The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

(c) The total expenditure incurred and the advances made during the financial year previous to that to which the report and statements under submission belong should be stated in a foot-note. This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

M W FOX-STRANGWAYS, *Officiating Chief Secretary.*

Supplementary statement showing mortality statistics for February 1897 for the districts in the Central Provinces in which the figures for March are not available.

| No | District | Monthly death-rate for February 1897 per mil. per annum | No of deaths due to starvation. | REMARKS |
|------------------------------|-------------|---|---------------------------------|-------------------------|
| JUBBULPORE DIVISION | | | | |
| 1 | Saugor | 59 | | |
| NAGPUR DIVISION | | | | |
| 1 | Nagpur | 21 98 | | Figures for March given |
| 2 | Bhandara | 41 70 | 21 | |
| 3 | Chanda | 26 76 | 2 | |
| NERBUDDA DIVISION | | | | |
| 1 | Narsinghpur | 78 0 | 396 | |
| 2 | Nimar | 34 92 | 7 | |
| 3 | Chhindwara | 25 08 | 25 | |
| 4 | Betul | 42 0 | 42 | |
| CEHATTISGARH DIVISION | | | | |
| 1 | Raipur | 24 16 | 31 | |
| 2 | Bilaspur | 33 45 | 681 | |

Summary of District Reports to accompany monthly Finance Statements A and B for March 1897 as given by Commissioners.

JUBBULPORE DIVISION

Private relief—The main feature of the month has been the gradual organization of local private relief as part of the scheme of the Indian Charitable Relief Fund. In Jubbulpore, a grant of Rs. 10,000 was made during the month from the Central Fund in addition to Rs. 2,592 raised locally. The District Committee held several meetings during the month, and the following scheme of relief was approved of

(A) *Clothing and comforts for the aged and infirm*.—Each officer in charge on the large relief works has been given an advance of Rs. 50 for clothing and extra food for the old and weakly, and an extra morning meal of rice and gur has been provided in all poor-houses and for the infirm at relief centres. To the destitute residents of villages clothing is being given, and a milk diet is being provided for emaciated or weakly village children on the gratuitous relief lists. Advances have been given to the District Superintendent of Police and Forest Officers to enable them to relieve, in the above ways, any distress they may meet with.

(B) *Maintenance of orphans*.—An allowance of Rs. 2 each per mensem has been made by the District Committee for all orphans in the mission, and other philanthropic orphanages, Rs. 830 were spent in this way during the month.

(C) *Relief of the respectable poor*.—Rs. 1,800 were spent under this head during the month in Jubbulpore, Sehora and Murwara, and an advance of Rs. 200 was given to Lady Superintendent of the Church of England Zenana Mission, for distribution among poor *pardahnashin* women.

(D) *Relief of the agricultural classes* — An estimate amounting to Rs. 3,75,000 was submitted as the probable requirements for cattle and seed and subsistence grain for destitute cultivators. Careful lists of those cultivators who will need such help are being prepared, and it is intended to distribute the money before the rains break.

The Deputy Commissioner states that the people evince great gratitude for what is being done for them with the aid of the Charitable Fund.

In Saugor, somewhat less progress has been made in the organization of this branch of relief. A Committee has, however, been formed and two meetings were held during the month. Estimates of requirements under the four main heads of relief were framed and submitted to the Central Committee, Rs. 3,10,000 being calculated to be necessary for providing destitute cultivators with cattle and seed grain. Careful lists are now being prepared of the persons to whom this relief will be given. A further sum of Rs. 1,147 was subscribed locally during the month. Rs. 8,000 were received from the Central Committee and Rs. 508 were spent.

A large number of orphans have been taken charge of by the Roman Catholic and Swedish Missions.

In Damoh and Seoni, subscriptions were collected and District Committees have been formed. Estimates of the requirements for cattle and grain Rs. 3,00,000 in Damoh, and Rs. 15,000 in Seoni, were drawn up and submitted, and lists of destitute cultivators are also being prepared by local officers. In Mandla the local Famine Funds which were previously being administered by a separate Committee have been merged in the general fund and the former Committee, with the addition of two more members, has become the District Committee of that Fund. Estimates of the requirements under the four main heads of charitable relief have been framed, funds have been allotted for the provision of clothing to the destitute on relief works, the respectable poor in towns are being fed, and arrangements are being made for the timely purchase of kodo and kutki seed, of which local stocks are scanty. Detailed lists are being prepared of cultivators to whom money for cattle and grain is to be given, the district estimate under the head being Rs. 1,87,500. The Church Mission Society employed 609 persons on light labor and fed 134 persons in their poor-houses. A small poor-house was opened by Malguars in the Dindori Tahsil and 8 people were fed there.

From this summary it will be seen that the greatest degree of progress in the organization of charitable relief has been made in Jubbulpore and Mandla. Saugor comes next, while in Seoni and Damoh much remains to be done.

Government poor-houses — The following is a comparative statement of the number of poor-houses in the division and of the number of inmates on the last Saturday of February and March respectively. —

| District. | No. of poor-houses | | No. of inmates. | | + or — |
|------------|--------------------|-------|-----------------|-------|--------|
| | February | March | February | March | |
| Jubbulpore | 5 | 5 | 2,470 | 2,241 | — 229 |
| Saugor | 5 | 5 | 3,781 | 3,373 | — 408 |
| Damoh | 4 | 1 | 1,269 | 1,146 | — 123 |
| Mandla | 2 | 2 | 404 | 499 | + 95 |
| Seoni | 2 | 2 | 621 | 558 | -- 63 |
| | 18 | 18 | 8,545 | 7,817 | — 728 |

Numbers have decreased everywhere except in Mandla, the decrease being due to the fact that persons who were merely temporarily incapacitated are being

gradually sent to work, or to their homes, and also, to the more complete organization of village relief which allows of people being fed in their own homes instead of being sent to poor-houses. In Mandla, however, there are numbers of Aborigines who have no homes to go to or whose villages have been deserted except by the weakly and aged. For such persons the poor-house is the best refuge, and the Deputy Commissioner expects a still further increase in future months.

I inspected the poor-houses at Jubbulpore, Murwara and Mandla and found that great care was being taken in doing all that was possible for the health and welfare of the paupers. Orphanages are also now being organized in all Head-Quarters, poor-houses and the question of providing the orphans with suitable occupation is being carefully considered.

It may be noticed that in a census which was taken in the Saugor poor-houses it was found that 819 or nearly 25 per cent of the total population came from Native States or other Provinces. Steps are being taken to return to their homes, those who come from Native States.

3. Village relief.—(a) Relief centres.

The following table compares the number of relief centres open at the end of February and March respectively and shows the relief afforded :—

| Districts | NO OF CENTRES | | RELIEVED GRATUITOUSLY | | AT WORK AT CENTRES | | TOTAL | | + or - |
|------------|---------------|-------|-----------------------|-------|--------------------|--------|----------|--------|--------|
| | February | March | February | March | February | March | February | March | |
| Jubbulpore | 19 | 17 | 2,919 | 1,931 | 16,610 | 11,965 | 19,529 | 13,896 | -5,633 |
| Saugor .. | 8 | 3 | 504 | 107 | 90 | 15 | 594 | 120 | -474 |
| Damoh | | | | | | | | | |
| Mandla . | 17 | 17 | 653 | 901 | 3,283 | 3,253 | 3,936 | 4,114 | +198 |
| Seoni . | 8 | 9 | 340 | 161 | 1,042 | 681 | 1,382 | 842 | -540 |
| | 52 | 46 | 4,416 | 3,098 | 21,025 | 15,894 | 25,441 | 18,992 | -6,449 |

Here also, the more effective organization of village relief combined with an adequate provision of work for all who need it has led to a considerable reduction in numbers everywhere except in Mandla.

In that district the area to be dealt with is so large; parts of it are so inaccessible, and the population is so averse to leaving their homes, that relief centres must probably remain as a permanent feature in a complete scheme of famine relief. In Saugor all centres except three had been closed before the end of the month, and the remaining three have been closed since. In Seoni numbers are greatly diminishing and it will shortly be possible to close several centres, while in Jubbulpore the more effective distribution of relief works which has now been arranged for will probably also make it possible to close some of the existing centres.

(b) Relief of people in their homes. - Village relief has now been organized with a fair degree of completeness in all districts, Seoni being the most backward. The number of people entered on the 27th March as being in receipt of this class of relief was as follows :—

| | | | | | |
|------------|-----|-----|-----|-----|--------|
| Jubbulpore | ... | ... | ... | ... | 17,849 |
| Saugor | ... | ... | ... | ... | 7,010 |
| Damoh | ... | ... | ... | ... | 6,000 |
| Seoni | ... | ... | ... | ... | 995 |
| Mandla | ... | ... | ... | ... | 670 |

Numbers have considerably increased in Jubbulpore and Saugor. In Jubbulpore it was found by Famine Circle officers in the Murwara Tahsil that people in the west and east of that Tahsil, where no large works had been provided, refused to leave their homes, and were in such a reduced state that the only possible course was to bring them on the registers of village relief. Many of them will, it is hoped, soon recover their strength and, as ample works have now been provided for these tracts it is anticipated that the numbers gratuitously relieved may again diminish. In Saugor and Damoh the increase is ascribed partly to the return of old or crippled people from harvest work, and partly to such people who were wandering about the district returning to their homes on hearing that relief would be provided for them there. The question of the punctual and effective distribution of this class of relief has had the careful consideration of Deputy Commissioners and satisfactory rules have been framed and adopted.

(4) *General character of relief works.*

(a) *Public Works Department relief works*

The numbers of persons on these works at the end of February and March respectively are shown below .—

| District. | WORKS | | DEPENDANTS. | | TOTAL | | + or — |
|------------|----------|---------|-------------|--------|----------|---------|---------|
| | February | March | February | March | February | March | |
| Jubbulpore | 22,793 | 40,517 | 5,162 | 8,247 | 27,955 | 48,764 | +20,809 |
| Saugor | 21,706 | 29,273 | 3,643 | 2,765 | 27,349 | 32,038 | +4,689 |
| Damoh | 6,076 | 11,267 | 1,314 | 2,051 | 7,390 | 13,321 | +5,931 |
| Mandla | 15,949 | 14,236 | 4,574 | 3,792 | 20,523 | 18,028 | -2,495 |
| Seoni | 4,284 | 1,761 | 1,079 | 1,013 | 5,343 | 5,774 | +431 |
| | 72,808 | 100,054 | 15,752 | 17,871 | 88,560 | 117,925 | +29,365 |

In Jubbulpore the number and distribution of charges remained unchanged until the close of the month when facts brought to notice by Famine Circle Officers made it necessary to consider possible improvements in the distribution of work in the Sehora and Murwara Tahsils. A redistribution was effected which, without changing the number of the charges, will result in more useful work being done and will provide adequate relief for the distressed tracts in the west and east of the Murwara Tahsil and the south-east of Sehora. In Saugor one charge was added during the month and the present arrangements are reported to be fully adequate for the needs of the district. In Damoh, Seoni and Mandla there was no change in the number or distribution of the charges.

The organization of these works is reported to be most effective in Saugor and in the Murwara Tahsil of Jubbulpore. It is also improving steadily in Seoni. In Mandla, recent inspection leads me to think that much more frequent and rigid supervision is necessary. This has now been arranged for. The chief defect is the failure to exact sufficient tasks, and it is only by constant and repeated inspection that this defect can be remedied. The Deputy Commissioner of Jubbulpore (Mr. Robertson) has been very active in inspecting Public Works Department works and his efforts have already had a good effect.

It will be noticed that numbers have increased in all districts except Mandla, the increase in Jubbulpore, Saugor and Damoh being considerable. This is mainly due to the completion of harvesting operations and Deputy Commissioners consider that there will be no diminution until the rains. It was originally supposed that the ripening of the mohwa flower would greatly lessen the population on famine works, but, so far, this has not drawn off any considerable

numbers. It is true that the crop is, this year, very late ; but it also appears probable that, now that the people have become accustomed to the works where, especially in the case of families, the wage is more than sufficient for sustenance, they will not willingly leave them even for the attraction of an idle life in the forests. I have recently examined large numbers of people on the large works in Jubbulpore and Mandla and have found that in the majority of cases they have been steadily on the works for months, the large families earning 8, 9 and even up to 12 annas a day and in several cases managing to save something out of their daily wage. I consider therefore that we may look for a steady if gradual increase on these works until the rains break.

(b) *Local works under District Officers*—The numbers employed excluding dependants at the close of February and March respectively are shown below :—

| District. | February | March. | + or — |
|--------------------|----------|--------|---------|
| Jubbulpore | 15,160 | 12,886 | -2,274 |
| Saugor | 108 | 9,239 | +9,131 |
| Damoh | 8,485 | 11,486 | +3,001 |
| Mandla | 1,068 | 1,505 | + 437 |
| Seoni | 1,170 | 1,300 | + 130 |
| | 25,991 | 36,416 | +10,425 |

In Jubbulpore nearly half the total numbers were employed on two Municipal works, the rest being at work on five tanks, two in the Murwara and three in the Sehora Tahsil. No new local works were opened during the month. In Saugor two new tanks were started, one at Jaisinagar in the Saugor Tahsil and another at Khurai the Head-Quarters of the Tahsil of that name. Numbers at Jaisinagar rapidly ran up to over 6,000, and another work in that part of the district has now been arranged for. In Damoh the number of workers remained unchanged, but a severe outbreak of cholera on the Public Works Department works in the Hatta Tahsil led to a large increase in those employed on the local works.

In Mandla there were two local works at the Tahsil Head-Quarters and four forest roads. Work on a ryotwari tank was also begun during the month and, on the 27th March, was employing 190 people.

In Seoni there are 20 local works in ryotwari villages employing small numbers and two forest roads, both in the southern half of the district.

In Jubbulpore the District Council has recently submitted a representation laying stress on the importance of starting as many *local* works as possible both on the ground of their utility being greater than that of the present large works and also because they serve to keep the cultivators in their villages. In this connection it must be remembered that the very liberal terms on which famine loans are now being offered gave ample opportunity to malguzars to carry out such works but, so far, they have not proved very ready to avail themselves of this opportunity. There are, however, doubtless, other works which would not benefit particular individuals or are of too large a character to be executed by private funds. With the numerous European officers who are now in charge of famine relief operations, supervision of local works can, so far as I can judge, be made quite as effective as that of Public Works Department works and where useful works can be found in distressed tracts, we should, I think, have no hesitation in starting them. I have asked the Deputy Commissioner, Jubbulpore, to give the matter his very careful attention and to ask his Famine officers to do the same. The subject will be taken up when I return to Head-Quarters.

FAMINE LOANS.

The amounts actually paid out as famine loans up to the end of March are shown below :—

| | Rs. | A | P |
|------------|--------|---|---|
| Jubbulpore | 20,087 | 8 | 0 |
| Saugor | 8,500 | 0 | 0 |
| Damoh | 9,350 | 0 | 0 |
| Mandla | 3,800 | 0 | 0 |
| Seoni | 8,243 | 0 | 0 |
| Total | 49,980 | 8 | 0 |

In most parts of the division, malguzars and cultivators alike have been so reduced in circumstances by a succession of disastrous seasons that they are not prepared to take further loans of any kind. In Damoh, however, the Deputy Commissioner hopes to advance a considerable sum under this head.

(5). *Physical condition of the people.*—The Deputy Commissioner, Jubbulpore, writes as follows :—

“The people who are on the larger relief works are generally in very fair condition. The difficulty has been that these works hardly reached the people in the more remote parts of the district, especially in the west, north-east and south-east of the Murwara Tahsil, and from these parts reports have been received of the low physical condition of many of the inhabitants. The programme has now been recast, so as to place the works nearer to these people. The ripening of the mohwa crop should also now greatly improve the appearance of the people in the northern parts of the district.”

The Deputy Commissioner of Saugor observes that—

“There cannot be the smallest doubt that the physical condition of the people has improved very considerably during the past three months. When poor-houses were opened in all parts of the district in December, it was only natural that most of the worst cases of emaciation should be swept up into them, and this circumstance naturally brought about a low standard of physical well-being in the poor-house population. Speaking generally, I think, that the worst results of the famine were to be seen in these institutions. But the physical condition of the inmates has been gradually improving and the contrast between now and December is marked. The Administrative Medical Officers visited the Saugor poor-house on 2nd current, and was much struck by the improvement in the physical condition of the inmates which had taken place since he last visited it on 15th January. The improvement in the condition of the workers (and also dependants) on relief works has been still more marked and much more rapid. The healthy condition of relief workers in all parts of the district is now matter of common observation. There has been a similar improvement in the condition of the general population even in the worst affected tracts. Cases of emaciation are now exceedingly rare. The extension of village relief throughout the district has doubtless been largely instrumental in bringing about this satisfactory state of things.”

The Deputy Commissioner of Damoh was unable, owing to ill-health, to make any personal inspections, but he writes that the condition of the people both on works and generally is reported to have materially improved.

The Officiating Deputy Commissioner of Seoni states that the condition of those in receipt of gratuitous relief is fair while on relief works it is generally good.

The Deputy Commissioner, Mandla, writes as follows :—

“On the whole the condition of inmates of the poor-houses has considerably improved during the month under report. There is also improvement at relief centres. At the poor-houses the percentage of emaciated cases is under 20. The percentage at relief centres of such cases is generally speaking small. The health of those working on Public Works Department works is generally very fair indeed and the percentage of emaciated cases is very low. The condition of the people in distressed tracts is not bad and cases of emaciation are not frequently met with. On the whole question of the condition of the people the reports of the touring officers are very favourable.”

Since taking charge of the division I have inspected in some detail several relief works in Jubbulpore and Mandla. In both districts I found the condition of the workers to be distinctly healthy and robust. Among the workers themselves

I noticed no instances of emaciation, such cases being confined to a few new arrivals who were being treated in the hospital or fed in the kitchen attached to the work.

(6). *Mortality, deaths from starvation.*

The following table gives the total number of deaths and the death-rate (per mille per annum) for the months of January and February respectively :—

| District | NO OF DEATHS | | DEATH-RATE | | | |
|------------|--------------|----------|--------------------|----------|---------------------|----------|
| | January | February | Exclusive of towns | | Inclusive of towns. | |
| | | | January. | February | January | February |
| Jubbulpore | 5,807 | 6,839 | 86 | 102 | 107 | 114 |
| Saugor | 3,313 | 2,907 | 55 | 60 | 63 | 59 |
| Damoh | 1,740 | 1,417 | . | . | 64 | 52 |
| Mandla | 1,313 | 2,396 | . | . | 46 | 85 |
| Seoni | 1,948 | 1,621 | . | . | 63 | 52 |

As regards the increased mortality in Jubbulpore the Deputy Commissioner remarks as follows :—

"The chief feature is the high death-rate in Murwara Tahsil. Cholera was prevalent over a considerable portion of the Tahsil and I have already alluded to the fact that the people in the remoter parts of the tehsil preferred to starve rather than leave their villages and go to Public Works Department Relief Camps. Mr. McIver, the District Superintendent of Police and Mr. Maw the Circle Relief Officer found the people in a very reduced state in some of the eastern parts of Murwara. They could not be induced to go to the works, as the latter were at a considerable distance from their homes, and to this, in some measure, part of the increased mortality must be attributed. Prompt measures were taken to bring the worst cases upon village relief, and works have now been opened at Bijraghogarh, Barhi and near Khitoli which should materially help the distress.

Adequate measures of relief have, I think, now been adopted both in the Murwara and Sehora Tahsils. The Deputy Commissioner is at present making an extended tour in the most distressed parts of these Tahsils and is giving especial attention to the sufficiency of the relief which has been given. I fear, however, that, however much may be done, mortality in the Jubbulpore district must continue high for some time to come. Many thousands of people from the Native States of the Baghelkund Agency have been pouring into this district for some time past in search of harvest labour which was far less abundant than in ordinary years. They are now returning. Many of them having earned little or nothing. Their condition is frequently very low and they are so anxious to get back to their homes that it is difficult to induce them to go on to relief works or to poor-houses. All that is practicable will be done, but it is impossible in such circumstances, to prevent a high rate of mortality.

In Saugor the district death-rate has diminished from 63 to 59 and in Damoh the decrease has been marked the rate having fallen from 64 to 52 per mille. These results are satisfactory.

In Mandla on the other hand the total number of deaths rose from 1,313 to 2,396 : the death-rate being 85 per mille as compared with 46 in January. It is true that 523 of the excess deaths were due to cholera, but there was also a large increase in the mortality from fever and bowel complaints, part of which must almost certainly be ascribed to the results of privation, I have directed the special attention of the Deputy Commissioner to these statistics and have asked him to satisfy himself both by personal inspection and through his famine circle officers that village relief is being given to all those who need it, that sufficient work has been provided and that the Police are doing their duty in looking after starving wanderers. I am at present in the Mandla district and have made

careful inspections of three out of the four large works there. These certainly give no indication of acute distress or inadequate relief. The workers are, as I have already noted, above the normal of their class in health and robustness, and cases of emaciation are only to be found in a few cases of new arrivals. The Deputy Commissioner's special report on the subject will be awaited with interest.

The Seoni figures do not call for special remarks. The following statement gives the number of deaths (*a*) due to actual want of food (starvation), (*b*) due to the effects of privation, in *February* and *March* respectively. Deaths are put in class (*a*) where they were due to the entire want of food or to inadequate food for *some days prior to death*. They occur chiefly among wanderers in remote parts of districts. In class (*b*) are put cases where in spite of adequate and suitable food, death occurred in consequence of previous want of nourishment. Such deaths take place chiefly at poor-houses and at relief centres and in the relief kitchens which are now attached to all large works —

| District. | DUE TO STARVATION | | DUE TO EFFECTS OF PRIVATION | |
|---------------------|-------------------|-------|-----------------------------|-------|
| | February | March | February | March |
| Jubbulpore | 631 | 152 | 2,077 | 1,237 |
| Saugor | | | 425 | 255 |
| Damoh | 9 | 14 | 186 | 167 |
| Mandla | 8 | 2 | 166 | 39 |
| Seoni | 30 | 17 | 29 | 131 |

It will be seen that there has been a very marked improvement in the Jubbulpore district though the figures there are still far in excess of those in any other district. The question of the high mortality in Jubbulpore is, as I have already noticed, forming the subject of special enquiry and need not be further noticed here. Meanwhile the large decrease in starvation and privation deaths as compared with the previous month is satisfactory. The statistics from other districts require no comment

7. *Food stocks.*—On this subject the Deputy Commissioner, Jubbulpore; remarks as follows :—

“Food-stocks seem to be sufficient for present requirements. The general opinion is that there is no dearth of grain in the country. This has come out plainly enough in the enquiries we have been making as to sufficiency or otherwise of seed grain. The excellent rabi harvest in the haveli must have replenished the stocks all over the district to some extent, if we may judge from the strings of people to be seen going along the Mirzapur road carrying their labourers' share of the produce.”

In Saugor stocks are reported to be ample and no difficulty is anticipated with regard to future supplies. In Damoh supplies are sufficient and, as it is now hoped that the branch of the Indian Midland Railway will be open for goods traffic by the beginning of May, this district also gives no cause for anxiety on this score. The Deputy Commissioner, Mandla, observes that stocks are beginning to run short in the interior of the district but the excellent rabi harvest so far as it goes, will tend to replenish them. The ordinary operations of trade are, so far, keeping pace with the demand both at relief camps and in the markets in the interior of the district.

Considerable difficulty is anticipated in securing an adequate supply of food-grains during the monsoon months. The demand in many parts will not be large enough to induce competition among traders nor are local trading firms sufficiently numerous or enterprising to enter spontaneously into the risks of such a business. The subject is now under consideration and it is hoped that by a system of local contracts or bounties a sufficient supply may be secured.

The following table shows the retail prices of staple food-grains in seers per rupee at the Head-quarters of each district at the end of February and March respectively :—

| District. | WHEAT | | GRAM | | COMMON RICE | |
|-------------------|---------------|-------------|---------------|-------------|---------------|-------------|
| | 27th February | 27th March. | 27th February | 27th March. | 27th February | 27th March. |
| Jubbulpore | 10½ | 11 | 11 | 11½ | 10 | 9 |
| Saugor | 8 | 8½ | 10 | 9½ | 7 | 5½ |
| Damoh | 8 | 7½ | 10 | 10½ | 8 | 8 |
| Mandla | 8 | 9 | 10 | 11 | 8½ | 8 |
| Seoni | 10½ | 11 | 11½ | 9 | *9½ | *11 |

* Price of juar

It will be seen that the reaping of the rabi crops has caused a slight fall in the price of wheat in all districts except Mandla where the rabi area is unimportant. That the fall in the Jubbulpore—where the outturn has been excellent—has not been much larger, is due to extensive exports from there to Upper India where higher prices were obtainable. Gram shows, but slight fluctuations except in Seoni where it has become dearer probably owing to export. The price of rice has risen in all the four districts where it is a staple. Generally speaking, it may be said that the small areas sown in Saugor and Damoh and considerable export from Jubbulpore have prevented that fall in prices which was anticipated as a consequence of the reaping of the rabi harvest. It is possible that when the new crops from the Punjab and the North-Western Provinces come on to the market there may be a further fall, but the demand for gram is, this year, so intense and widespread that it takes a very large surplus stock to produce any perceptible effect on the general level of prices.

So long as these high prices continue they must obviously increase such distress as exists. I may mention here that Burma rice is now being sold throughout the division at a price not higher than that of the local rice. It is much whiter and freer from dirt and impurities than the local product and the people buy it readily.

8. *Import and export of food-grain.*—The exports and imports for these districts where they have been registered are as shown below :—

| | Imports Maunds | Exports Maunds. |
|----------------------|----------------|-----------------|
| Jubbulpore | 56,855 | 85,961 |
| Saugor | 4,237 | 5,678 |
| Mandla | 3,000 | Nil |
| Seoni | 8,744 | 4,056 |

The only noteworthy figures in these statistics is the large increase—nearly 30,000 Maunds—in the exports from Jubbulpore. This was due to the excellent harvest in the haveli area of that district and to the high prices obtainable in the distressed districts of the North-Western Provinces.

9. *General condition and prospects of the affected area.*—On this subject the Deputy Commissioner of Jubbulpore observes that—

“the harvesting has given very general employment for the first part of the month but now that it is over the relief works are being largely resorted to. There is no doubt also that as this is the slack season and the agricultural population have little to do many people are coming on the works who are not really distressed. Near Slemmanabad and Teoni I found

comparison of the aggregate numbers in receipt of Government relief at the end of February and March respectively.—

| Nature of relief | 27th February | 27th March. |
|---|----------------|----------------|
| | Nos. relieved | Nos. relieved |
| A. WORKS. | | |
| 1. Public Works Department . . | 72,808 | 100,044 |
| 2. Works under Civil Officers | 47,016 | 52,310 |
| A. Total Works | 119,824 | 152,354 |
| B GRATUITOUS RELIEF. | | |
| 3. In Poor-houses | 8,465 | 7,817 |
| 4. All other kinds of gratuitous relief including dependants on works | 44,834 | 57,442 |
| Total Gratuitous Relief | 53,299 | 65,259 |
| Grand Total Relieved | 173,123 | 217,613 |

It will be seen that owing to the cessation of harvest labour there has been a considerable increase under all heads except poor-houses. The decrease in the numbers in poor-houses is due to the more complete organization of village relief. Those who recover their strength are drafted off while there are fewer new arrivals owing to those who formerly sought refuge in the poor-house, now receiving relief in their homes. The kitchens which have now been established on all the large Public Works Department works will also tend to diminish the poor-house population.

(b) *Measures taken to organize and complete measures of relief.*—Village relief has now been fully organized in all districts and a scheme of works suitable for the hot weather and rains has been worked out for Damoh and Saugor and is under consideration in other districts. Two more European Relief Officers (Staff Corps Officers) have been posted to Saugor and one more to Mandla. The arrangements for famine relief may now be considered to be complete in all districts all that is needed being constant and sustained supervision.

(c) *Prospects of the division as regards the scarcity.*—The rabi crops having been gathered in, no marked change in the situation can be anticipated at present. Numbers will probably increase during the current month and increasing exhaustion of stocks in kharif areas must make distress more acute. The gathering of the mohwa crop will form a most useful addition to the food supplies of the people, and, especially in remote tracts, should improve the general health and tend to diminish the death-rate.

NAGPUR DIVISION.

Private relief.—No change in arrangements under this head is reported from Nagpur and Balaghat. In Bhandara, local subscriptions amount to about Rs. 1,250 per mensem up to the end of June. While Rs. 4,000 have been received as a provincial allotment from the Provincial Committee at Nagpur. In addition to money being distributed to relief works and poor-houses, the necessities of respectable persons in towns and elsewhere, are relieved, a scheme for the relief of the weaver class is being introduced, and information regarding requirements of cultivators in the matter of bullocks and seed grain is being collected. I am aware that similar action is being taken in other districts also but details are not reported.

Poor-house relief.—A proposal to close the Kampti poor-house and take action under Section 34 of the Famine Code, is being considered. No new poor-houses have been opened. In Bhandara, the number of inmates has risen from 787 to 811. A trifling increase due to more careful organization. The Deputy Commissioner reports that at all poor-houses there are a number of persons who would “more suitably be relieved at their own homes,” and that he is arranging to do this. In Balaghat the number relieved was 1,634 against 1,392 in February and 1,149 in January. Total dieting charges amounted to Rs. 4,103.

Village relief.—Nothing to record as regards Nagpur. Probably some assistance will be required at Mansar near Ramtek, where the mohwa crop has all but failed. The Deputy Commissioner intends visiting this spot and will report definitely as to the extent of relief (if necessary), required. The only relief centres in the Bhandara district are children’s kitchens at police station houses and outposts. The number of persons on village relief is estimated at 250. But the number is expected to increase in the future, as four Additional Revenue Inspectors, through whom relief is given, have been sanctioned for employment in this district. In Balaghat the total expenditure incurred on account of this form of relief was Rs. 7,672 the number of persons relieved being 3,058.

General character of relief works.—In the Nagpur district new works (Public Works Department) have been opened at Metpanja and Mansar. The number of people on the latter work increased rapidly soon after it was opened. These two new camps have resulted in an increase in the number on relief works throughout the district to 4,098, compared with 1,278 in the previous month. The poor outturn of mohwa in this part of the district induced many to flock to the relief work near Mansar. Details are given in Statement D of the district statements. In Bhandara, there has been no change in the number of relief works under the Public Works Department. On the 27th March there were 10,763 persons on the Tumsar, Rampali, Amgaon-lanji and Gondia-Arjuni roads as compared with 15,094 persons on 27th February 1897. Similarly, on the former date 2,584 persons were relieved gratuitously on the works, against 3,420 persons on the latter date; the average attendance during March being 10,475 as compared with 11,749 in February. The steady decrease is due partly to rabi harvestings, and the holi festival but principally to the large sums expended in famine loans. The Court of Wards in this district is said to have spent Rs. 1,832 during the month. 385 works were open on the last day of the month, giving employment to 11,360 labourers of whom 2,167, 5,654 and 3,539 were distributed amongst the Tahsils of Bhandara, Tirora and Sakoli, respectively. In Balaghat the following new works were in progress during the month.

Lanji-Amgaon Road (2 camps).
 Bhulewani tank.
 Ghoradhi tank.
 Bakal tank.

Including persons fed gratuitously the number on relief works increased from 13,374 to 24,019. Relief kitchens have been opened on relief works. The number of persons employed on private works was 14,980, against 16,000 at the end of the previous month, the decrease is said to be due to the mohwa harvest. The only work of this class in Chanda has already been mentioned in last month’s summary. To it has apparently been recently added the construction of the Chowki Tank, but no details are to hand.

Physical condition of the people.—The remarks under this head as regards Nagpur, do not contain anything definite but they are clear on one point, no deaths from starvation. The Deputy Commissioner submits some interesting statistics under this head in the statements appended marked E and K. The state of things they indicate is no doubt reassuring, but at the same time I quite agree with the Deputy Commissioner’s reservation, “if these figures are to be trusted.” In Bhandara, as in other districts, no details are given as to the actual condition of people in receipt of gratuitous relief, attention will be drawn to this. In this district the highest death-rate (48.72) is reported from the Nowegaon. In rural circles where curiously, there is hardly any distress, all the

deaths except eight are reported as due to fever, the next highest (42.12) is reported from the Sakoli Rural circle 143 out of 230 deaths are reported as due to fever. Increases are most noticeable in the Gondia and Tirora registering circles, being 37.84 against a mean of 18.14, and 27.24 against 19.77, respectively. The Pampur Rural circle shows a considerable increase from 21.10 to 35.88. Distress there is said not to be severe at present, but the advisability of opening relief works there is under consideration. 26 deaths are reported as due to starvation. Of these 7 are reported from Gondia Station House and 5 from Rampaili. 20 of the 26 deaths are returned as unknown wanderers varying in age from 40 to 60, none of the remaining 6 died in the villages in which they resided.

The condition of the people in Balaghat on relief works is said to be fair. I am able to support this opinion from what I saw during my recent visit to that district. But in the poor-houses both at Balaghat and Gondia, I noticed several cases of emaciation. The total number of deaths from all causes has been 2,547 during the month. Of these 236 died of cholera. 48 deaths are reported as due

* The Deputy Commissioner has shown this to be incorrect—vide this office letter No 3692, dated 10th instant. The correct No is 35

to starvation as against 233* in February. The death of an old man of 90 is reported from Chanda, as due to starvation but from enquiries the Deputy Commissioner says he has no hesitation in ascribing the death to natural causes.

Food stocks—Reported to be ample in Nagpur 83,234 maunds of grain were imported and 24,938 exported by rail during the month as against 66,971 and 20,932 respectively in the previous month. The exports were chiefly to Wardha, Hinganghat, Burhanpur and districts in Berar 41,972 maunds of grain were imported and 1,945 exported by road. In Bhandara the stocks are reported to be generally sufficient except on the Arjuni relief works, where the necessity for arranging for a grain contractor is contemplated. The imports and exports are 2r,491 and 20,138 maunds respectively by rail during the month. The rabi crops on the whole are said to have yielded an 8 to 10-anna outturn; much of the produce having been exported to other districts in exchange for common rice. The food stocks in Balaghat are reported to be insufficient. 1,362 maunds of food and seed grain were imported for Baihar by a contractor named Haroosao. The Deputy Commissioner reports that imports cannot be ascertained with any precision, but does not explain why. From Chanda, the imports and exports of grain are reported to be 3,236 and 11,660 maunds respectively. The condition of the food stocks is not stated, nor indeed any remark made in reference thereto, but as the late grain is being exported, apprehension arises that in some parts of the district, stocks will run short before long.

General condition and prospects of affected areas—Is generally reported as unchanged. The damage to the mohwa crop by cloudy weather, and the exportation of the whole of the produce of the Pauni Chawras have caused some distress near Pauni and in the Pauni Haveli. The Deputy Commissioner, Bhandara contemplates opening a relief work here and hopes it will be possible to close all relief work by 15th July next, but expects some further relief may be necessary in September.

In Balaghat the mohwa crop although below the average is at present affording relief to the destitute. In Chanda the Deputy Commissioner does not anticipate the necessity for any more relief works beyond the scheme of tank repairs now in hand, but expects that a few forests will have to be thrown open later on.

Changes in the rates of wages.—There has been very little variation. In Bhandara wages were paid at 9½ seers per rupee, but owing to a rise in prices payments will probably have to be made at 7 seers per rupee. In Balaghat wages are paid on the basis of 8 seers per rupee.

State of crime.—In Nagpur, burglaries have increased from 28 to 80 and thefts from 47 to 190, but no details are given. In Balaghat thefts against property are on the increase. The jail is reported to be overcrowded and arrangements are being made for constructing huts outside it. Mr. Fraser and

I explained on the spot to the Superintendent how this can best be done. In Chanda an increase of petty crime is reported throughout the district, principally thefts of small value, the increase being most marked in Talodhi Station House circle and in the Brahmajuri Tahsil.

NERBUDDA DIVISION.

Private relief.—The system of private relief on a large scale is now being organized by the District Charitable Fund Committee and operations will shortly be begun. Meantime the various Mission Societies in the district have continued to give relief both through their orphanages and by providing work

During the month under references 75 persons were relieved in the district by private charity at a cost of Rs. 114-15-3. On receipt of the instructions from the Honorary Secretary of the Indian Famine Charitable Relief Fund, Central Provinces, Rs. 1,009 were raised by private subscriptions for local relief. Rai Bahadur Seith Tikaram continued to feed needy persons in the town of Narsinghpur. There are no private institutions for famine relief in the district.

In Burhanpur Rs. 101-8-0 were subscribed in March 1897. This sum is spent in affording gratuitous relief by a Committee. Total expenditure up to end of March Rs. 1,165. The attendance on 27th March was 169 against 121 at the end of February.

In Khandwa Rs. 42 were subscribed in March 1897. This money has not yet been spent.

Poor-house relief—Two poor-houses were open during the month and a third was sanctioned for Hurda and will be opened shortly. Hitherto there has been a private poor-house there but the funds have become exhausted

The number of inmates has steadily risen from 545 on the 28th February to 770 on the 27th March.

The condition of the inmates has improved and it has been found possible to send several batches to the relief works.

In Hoshangabad poor-house there were 25 deaths during month on an average population of 315, and in Sohagpur 24 deaths on an average population of 334.

The number of persons receiving treatment during the month at each institution was :—

| | | | |
|-------------|-----|-----|-----------------------------------|
| Hoshangabad | ... | ... | 66 in-patients, 128 out-patients. |
| Sohagpur | ... | ... | 78 „ 103 „ |

There were 3 Government poor-houses at Narsinghpur, Gadawara and Chhindwara. None were opened during the month. The number of inmates on the date of the report (*i.e.*, 27th March 1897) in each of these institutions was respectively 944, 727 and 148; being an aggregate of 1819. On the last day of the preceding month the numbers were Narsinghpur 955, Gadawara 667 and Chhindwara 183. Total 1805.

There are two Government poor-houses, one at Khandwa and the other at Burhanpur—

| | | | | |
|-------------------------------|-----|-----|-----|-----|
| Attendance on 27th March 1897 | ... | ... | ... | 136 |
| „ at the close of February | ... | ... | ... | 105 |

Village relief.—The village relief is gradually being organized. In the Hoshangabad Tahsil 300 persons are at present in receipt of relief. In the Seoni Municipality there are 103 persons similarly relieved and lists for Harda and Hoshangabad have been approved by the Commissioner.

The list for Sohagpur Municipality is now ready and lists for village relief in the Sohagpur Tahsil have been passed but the Circle Inspectors have not reported if the payments have been made.

Those for the Seoni Tahsil are being examined and the list for one circle of the Harda Tahsil has been passed.

The question of this form of relief will be carefully examined during this month with a view to see that the relief granted is sufficient. The Police continued to do good work during the month. 302 persons were sent to the poor-houses, and 278 persons to relief works.

There were 21 relief centres* at the Police station houses and outposts.

Narsinghpur
* These are not relief centres in the sense in which the term is understood in the Jabalpur division. Wanderers in a reduced state are fed at Police stations and passed on to poor-houses or relief works.

The numbers gratuitously relieved at these centres on the last day of the period under report were 213, as compared with 884 of the preceding month. No regular works were opened at any of these centres. No new centres were established during the month. The number of persons relieved in their houses on the same date was 378,

as compared with 324 in the previous month.

| | | | |
|-------|---|-----|--------|
| Numar | Attendance at the Harsud relief centre on | | |
| | 27th March 1897 | ... | ... 22 |
| | at the close of February | ... | ... 9 |

On the last day of the month, 27th March, gratuitous relief at home was afforded to 81 persons in 32 villages in hilly tracts. This form of relief will be further extended.

General character of relief works.—The large works under the Public Works Department remained the same during the month, but the numbers of workers rose considerably owing to the completion of the harvest as the following statement shows :—

| Date. | No of workers | No of persons gratuitously relieved | Total |
|-----------------------|---------------|-------------------------------------|--------|
| 28th February 1897 .. | 20,209 | 6,381 | 26,590 |
| 27th March 1897 .. | 46,256 | 9,967 | 56,223 |

The numbers in receipt of gratuitous relief have not increased in the same proportion as the workers and the ratio of the one to the other is now more satisfactory.

There was one small village work in the Hoshangabad public garden and another is about to be opened at Sobhapur.

The system of substituting food for a money dole for weakly children has had a good effect in improving their conditions.

There were five large works, all being in charge of the Public Works Department. During the month the Chawar Patha section of the Burmhan-Tendukhera road was opened.

(a) Construction of the Gadarwara-Sanikhera road ; earthwork. Number on last day of the month 9,096, as compared with 2,336 of the previous month.

Gadarwara Tahsil.

month.

- (b) Metalling of Burmhan-Tendukhera road including Chawarpatha section ; stone breaking. Number on last day of the month 13,553 as compared with 5,936 of the previous month.
 Gadarwara Tahsil.
- On these works (A) and (B) I am informed that large numbers of immigrants from Bhopal are employed.
- (c) Metalling of the Narsinghpur-Lakhnadon road ; stone breaking. Number on last day of the month 3,090, as compared with 2,188 of the previous month.
 Narsinghpur Tahsil.
- (d) Metalling of the Saugor-Kareli road north of Burmhan ; stone breaking. Number on last day of the month 4,222 as compared with 383 of the previous month.
- (e) Construction of the Narsinghpur-Sankal road. Number on last day of the month 6,079, as compared with 3,138 of the previous month.

During the latter part of the month under report famine loans to the extent of Rs 5,875 were advanced to cultivators and Court of Wards estates. Local works such as field embankments were started by the Court of Wards in the villages of Umaria and Dilheri.

Nimar The attendance on the Mohghat road which is the only relief work in the district fluctuated.

| | | | | |
|-------------------------------|-----|-----|-----|-----|
| Attendance on 27th March 1897 | .. | ... | ... | 78 |
| „ at the close of February | ... | ... | ... | 192 |

The fall is ascribed to labourers resorting to the neighbouring Indore territory where grain sells cheap. The classification is agriculturists 21, agricultural labourers 15, ordinary labourers 27, artizans 12, low caste 3, total 78 24 people belong to this district and 54 are outsiders.

Works with the aid of famine loans, *nil*. Advances have been made under the Land Improvement Loans Act, Rs 2,250.

Physical condition of the people.—The physical condition of the people on the whole is fair, except in the hill tracts. On the Bagdeo work, the Matkuli and Basaughati works, all in the hilly portion of the district, the death-rate has been high and the number of patients in the hospital large. A statement is attached giving the figures for each work.
 Hoshangabad

In the plain villages the condition of the people is better especially in Seoni and Harda Tahsils, but in Sohagpur I noticed several persons even in the plains who were obviously underfed.

- (a) Those in receipt of gratuitous relief, were generally more or less emaciated ; in some cases very much so and a considerable portion of persons reached the poor-houses in advanced stages of privation and disease.
 Narsinghpur
- (b) On works the general physical condition was distinctly good, the proportion of B class labourers being large and cases of emaciation very exceptional.
- (c) In distressed tract generally, that is taking the district as a whole, the physical condition of the mass of the people cannot be said to have been very perceptibly reduced. Very painful sights were indeed to be frequently seen, but considering the population collectively, it may safely be said that emaciation was exceptional.

Generally fair except in the case of some old people, women and children in the jungly tracts. Government forests have been thrown open for the free use of edible roots and fruits. On the whole the mohwa crop is fairly good this year.

The number of labourers on the relief work is too small to draw inferences as regards the physical condition of the people.

Deaths due to starvation.—There were 1,427 deaths during the month of which 23 were due to cholera, 18 to small-pox. There were 18 deaths due to starvation verified by the police out of a total of 85 reported and due to privation, excluding the 110 deaths on relief works and in poor-houses.

The death-rate for the month was 34·7 per mille as against 47·5 in March 1896, excluding towns the death-rate was 32·9 only. As a whole the death-rate is low especially in the Sohagpur Tahsil where the greatest number are on relief works

The number of deaths due to starvation outside poor-houses was 72 as reported by the police. The total number of deaths in the district during the month of February was (a) inclusive of towns 1,471 with a death-rate of 4·71 and (b) exclusive of towns with a death-rate of 4·21

In the Narsinghpur poor-house there were 124 deaths or a ratio of 128·09 per thousand during the month against 107 or a ratio of 137·49 per 1,000 in the previous month. Of these deaths four cases were brought to the poor-house in a moribund state due to want of food, three of them died the same day they were brought. In the case of 53 other persons that died illness was induced by want of food, the sufferers having been brought to the poor-house in a very emaciated condition. In the Gadarwara poor-house there were 73 deaths during the month against 104 in the previous month. Of the 73 deaths eight were due to want of food and 45 due to illness and diseases induced by want of food. During the month there were 26 deaths in the Chhindwara poor-house against 25 in the previous month with a death-rate of 167·61. Of the 26 deaths four were due to want of food and 12 due to illness and disease induced by want of food. A copy of the telegram sent by the Civil Surgeon is also enclosed.

Nimar

Outside the poor-house seven deaths have been reported by police from privation and disease.

16 deaths in Khandwa poor-house during March.

11 deaths in Burhanpur poor-house.

Three deaths in Harsud relief centre.

Cholera has broken out in the south-eastern hilly parts of the district. There are reported to have been 88 cases and 44 deaths during March.

During the month 96 persons were forwarded to poor-houses and relief centre and 11 persons to relief works

DEATH RATIO FOR FEBRUARY 1897.

| | | | | | |
|-------------------|-----|-----|-----|-----|-----------------|
| Khandwa town | ... | ... | ... | ... | 46·20 per mille |
| Burhanpur town | ... | ... | .. | ... | 25·68 " |
| Nimar district... | ... | ... | ... | ... | 34·92 " |

This is lower than what it was in January 1897.

Hoshangabad.

Food stock.—Food stocks are sufficient.

Narsinghpur

There are still no signs of depletion and no complaints.

Nimar.

Sufficient.

Importation of grain—Exports have become less during the month and are principally to Khandesh. The amount exported was 12,460 maunds as against 10,182 maunds for the last fortnight of February.

Imports have increased to 26,349 maunds compared with 5,543 maunds for the last fortnight of February.

As, however, all imports for Betul leave the rail at Itarsi, it is possible that a part of the 7,058 maunds unloaded there was for that district.

No detailed statistics are available on this point but the total imports and exports as reported by the station masters in the district were 9,299 and 31,011 maunds respectively as compared with 5,949 and 16,265 maunds in the previous month. The general destination of exports is believed to have been the North-Western Provinces. The exports exceed the imports.

Exports by rail to places beyond the district 8,892 maunds during March. Imports into Nimar from outside the district by rail was 43,694 maunds during March.

General condition and prospect of affected area.—The harvesting is now over and owing to the short crops and the demand for work the people who cut the crops earned only sufficient for the day and have been unable to save anything. The mohwa is beginning to fall and will provide something for a few of the poorer hill tribes.

In the area shown as most affected there has been practically a total failure of kharif, and little if any rabi sown. In forest villages jungle fruits, &c., will afford some subsistence, otherwise the whole population of this area will need relief. In the remainder the average rabi crop is from 6 to 8 annas, but distress is nevertheless severe in view of the fact that only about half the normal rabi area was sown and of the succession of bad seasons. A large proportion of the people will probably need relief.

There is no general distress among agricultural population except in the jungl tracts. There are a large number of ryotwari and other tenants there who will require help in the form principally of grain to enable them to remain in their villages. They ought to get help from the Indian Charitable Fund, as they cannot get advances under the Agriculturists Loans Rules. Gratuitous relief at home has been started. The weavers of Burhanpur have again applied to receive advances from Government for the purpose of yarn. This will be given another trial. The gathering of rabi crop is over. The daily labourers are occupied in the gathering of mohwa.

Change in wages.—Prices have as yet shown no sign of falling. The out-turn was less than was expected, and there is a general uncertainty as to the future.

Hoshangabad.

Narsinghpur There has been no noteworthy changes in rates of wages.

Nimar Owing to rise in the price of juar wages have been increased during the month.

Other matters.—Crime decreased during the month while harvesting operations were in progress but began to increase towards the close of the month. Thefts of cattle chiefly for food show the largest increase.

Hoshangabad

Narsinghpur The number of offences reported during the month was 172 against 181 in the previous month and 101 in the corresponding month of 1896.

Nimar. Crime is on the decrease. During the month there have been 16 cases of house-breaking and 21 of theft.

No. 96 C., dated Pipaldhana, the 5th April 1897.

From the Deputy Commissioner, Chhindwara, to the Commissioner, Nerbudda Division.

I have the honour to forward monthly famine Statements A and B in duplicate together with the monthly report on famine relief for March 1897. The duplicate famine map will be forwarded from the office at Chhindwara.

(1) *Private relief* has been confined during the month to the Municipal town of Chhindwara. The number of recipients during the month was the same as in February, namely, 118.

(2) No change has occurred in the number of *poor-houses* in the district.

One is located at Chhindwara and the other at Amerwara. On Saturday the 27th of March, the number of inmates in these institutions was 161 and 109 as compared, with 170 and 129 on the 27th of February. The decrease is due to inmates being discharged as fit for employment on relief works, while the rate of admissions fell off owing to the employment afforded by harvesting and in the last week of the month by mohwa picking.

(3) *Village relief*.—

(a) *Relief centres*.—At present these have only been found necessary in the jagirs. The number of centres (15) is the same as last month. The numbers of recipients of gratuitous relief at these centres have increased from 896 on the 27th of February to 1,388 on the 27th of March. This increase is due to systematic village to village inspection by Circle Inspectors, and to the fact that people in the jagirs are getting over the doubts as to the motives of Government relief, which at the outset made many refuse it when offered to them. The number of persons relieved in their homes is 201 as compared with 198 last month. This form of relief is limited to the Amerwara Revenue Inspector's circle in the Chhindwara Tahsil.

(4) *General character of relief works*—There has been no change during the month in the large works in the charge of the Public Works Department. The following statement shows the variations in the numbers on each work as compared with last month's figures :—

| Name of work. | Numbers on 27th February | Numbers on 27th March. |
|---|--------------------------|------------------------|
| Construction of Chhindwara-Narsinghpur road | 3,375 | 4,040 |
| Metalling of Matkuh-Belgaon road | 1,524 | 1,584 |

The increase in the numbers of the workers on the Chhindwara-Narsinghpur road is consequent on the completion of harvest operations. The mohwa crop does not appear to have influenced the numbers on this road as it has in the case of other works, owing, as far as I have been able to ascertain, to the crop being rather backward in this part of the district

The numbers on the Matkuh road fell in a marked manner as soon as the harvest in the Nerbudda valley began to be reaped and have not risen again to their former level

This is I think to be attributed in part to mohwa collection, but it is not improbable that harvesters have joined works in the Hoshangabad and Narsinghpur districts.

The smaller works (columns 5 and 7 of statement B) are the same as for last month.

(a) The numbers on the Umreth-Bhataria road increased from 1,090 in the end of February to over 1,700 during the month but with the beginning of mohwa collection fell to 1,311 on the 27th of March.

- (b) Other small works consist of the three tanks under construction at Harrai, Dhondra in the Sonpur jagir and Tamia in the Bagara jagir. The Sonpur Jagirdar has not submitted proper returns, and they have not been incorporated in the statement for the month. The numbers employed appear to have been between 800 and 900 on the 27th of March. The numbers on the Harrai and Tamia tanks were 930 and 349 on the 27th of March as compared with 730 and 379 at the end of February. The numbers rose during the month but fell with the commencement of mohwa collection.

5. *Physical condition of the people.*—The physical condition of the relief workers shows a marked improvement compared with what it was in December. Cases of emaciation are rare in the khalsa, and were so when I visited the work at Harrai at the commencement of the month, but I am informed that numbers of people who left the jagirs for harvesting in Narsinghpur were unable to get employment and came back in a starving condition. During the month besides visiting Harrai and the works in the Amerwara circle I went through the whole of the Sansar Tahsil and was only able to find one starveling who turned out to be an emigrant from the Betul district who had come to stay with his relatives. In the Khamarpani Pargannah where at one time distress was anticipated I saw many Gond women during the Holi festival with Rs. 30 worth of silver ornaments round their necks and nearly all, labourers as well as cultivators, had large silver ear ornaments which must have cost 4 or 5 rupees. The physical condition of the people in this part was as might be expected excellent. There was a similar absence of emaciated persons in Aser and Umreth Pargannahs where the people have only just come to the end of the bean crop ("sem") which they sow in their bars and will now have an adequate food-supply in the mohwa crop. The parts of the district where distress is so acute that starving people are in evidence are the jagirs and a few villages of the Amerwara Circle. The condition of the people in these tracts has from all accounts not varied much since my last report.

During the past month, however, I have not had an opportunity of inspecting the condition of people at relief centres in the jagirs.

6. *Deaths from starvation.*—No return of deaths from starvation has at the time of writing been received from the Police. The death-rate for February is, however, lighter than it was in either 1895 or 1896 as the following figures will show :—

| Death-rate for | February 1897 | February 1896 | February 1895 |
|-------------------------------|------------------|------------------|------------------|
| Chhindwara Tahsil | 2 02 | .. | ... |
| Sansar Tahsil .. | 2 22 | | ... |
| Chhindwara district | 2 09 | 3 94 | 2-23 |

7 & 8. Food stocks are adequate and no imports of grain worthy of notice occurred during the month.

9. The harvest has afforded comparatively little employment this year owing to the enormous number of harvesters. The harvest in the Chanrai Circle which nominally provides employment to labourers for over a month was finished in a fortnight, harvesters being ready to work for one-half and even one quarter the ordinary wage in kind.

The poor classes, however, have a great standby in the mohwa crop, which though damaged by cloudy weather is estimated as providing nearly two months' supply of food in the Chhindwara Tahsil, while accounts from the jagirs indicate that the crop there is very fair. This removes any anxiety that there might have been as to the means of subsistence available for cultivators during the ploughing season, when it will be necessary for them to leave relief works and return to their villages.

10. The wages during March were fixed on the assumption that the price of the staple grain *juari* was 11 seers per rupee.

11. There was no noticeable increase in crime during the month, but petty thefts continue to be numerous.

Copy of a Note dated 9th April 1897, by the Deputy Commissioner, Betul.

1. No subscriptions were raised for private relief during the month. The balance of the amount previously raised is being expended in gratuitous relief in municipal towns. The amount expended during the month was Rs. 505-1-0 and 106 persons were in receipt of relief at the end of the month as compared with Rs. 215 and 153 persons in last month

2. Only one poor-house was open during the month, that at Badnur. The number of inmates on 7th April was 285 as compared with 345 on 7th March.

3. Four relief centres were open at the end of the month as compared with one in last month, three new centres having been opened at Chicholi, Kheri and Shergarh.

(a) The number of persons in relief centres gratuitously relieved on the last day of the month at these centres was 30 as compared with 19 of last month.

(b) No persons were at work at or near relief centres.

(c) The number of persons on village relief was 1,008 in Betul Tahsil and 96 in Multai as compared with 388 at the end of last month. The increase is owing to the fact that last month the system was not in full operation, and complete returns had not been received. The system was described in last month's report.

4. The large works open during the month were.—

(1) Stone breaking and moorum collection on the Itarsi road at Shapur.

(2) Earthwork and ghat cutting on the Badnur-Ellichpur road.

(3) Earthwork and ghat cutting on the Badnur-Harda road.

The numbers were as follows—

| | On last day of present month. | On last day of previous month |
|------------------|-------------------------------|-------------------------------|
| On (1) | 3,585 | 5,192 |
| „ (2) | 3,759 | 2,069 |
| „ (3) | 1,304 | 6,839 |
| Total | 8,648 | 14,100 |

No large works were opened during the month

No local works were open.

Rupees 1,230 have been advanced as famine loans, but no figures are available yet as to the number of persons or works carried out with the aid of such loans.

5. (a) The physical condition of people in receipt of gratuitous relief is generally bad as they are mostly old and broken down in health.

(b) The condition of the people on relief works is generally good and cases of emaciation are not frequent.

(c) The condition of the poorer classes in the distressed tracts is poor but cases of emaciation are not frequent.

6. The death-rates for February were as follows :—

| | | Excluding cholera and small-pox | |
|----------------------|-----------|---------------------------------|-------|
| <i>Betul Tahsil</i> | | | |
| Rural Circles | .. . . . | 41 24 | 38 90 |
| Towns | | 46 71 | 46 71 |
| <i>Mulani Tahsil</i> | | | |
| Rural Circles | | 40 61 | 39 17 |
| Towns | | 78 74 | 54 77 |
| Total | .. . . . | 41 58 | 39 43 |

7. There seems no reason to fear that private trade will not be sufficient to maintain the supply of food grains.

The falling of the mohwa flower has afforded a supply of food for the poorer classes. The mohwa trees have this year flowered abundantly, and only slight damage is apprehended from cloudy weather.

8. Imports and exports have been as follows during the month :—

| | Wheat. | Juari | Tur | Teora. | Gram |
|----------|--------|-------|-----|--------|-------|
| Imported | 2,140 | 275 | 50 | 650 | 1,450 |
| Exported | 250 | .. | ... | 50 | |

9. The general prospects of the affected area are only changed in so far that the poorer classes are obtaining a small supply of food by collecting mohwa. Future prospects chiefly depend on the extent to which seed will be available for kharif sowings.

10. Wages have been calculated on the scale of 9 seers per rupee during the month as compared with 10 seers during the last month. The change having been effected from first week of the month.

11. There have been a great many petty thefts of grain during the month, but there have been no serious outbreaks of crime. Cholera appeared among the relief workers on the Badnur-Harda road but now that the work has been moved a distance of some seven miles, the outbreak has ceased.

CHHATTISGARH DIVISION.

1. *Private relief.*—In the Raipur district private relief is afforded at Bistrampur, where a poor-house is maintained by the American Mission from funds raised in America. At Gaudai local subscriptions maintain what is practically a relief centre, but has hitherto been reported as a poor-house.

In the Bilaspur district Rs. 6,900 are reported to have been raised in private charity, a part of which represents subscriptions to the Indian Famine Charitable Relief Fund. The Deputy Commissioner, Raipur, does not report what amount was subscribed towards this fund in the district. I have drawn his attention to the omission.

2. *Poor-house relief.*—There are now four Government poor-houses in the Raipur district, viz., at Raipur, Singa, Baloda and Drug. The poor-houses at Arang and Dhamda were closed under the orders of the Chief Commissioner, and one was opened at Drug during the month.

There are also four poor-houses in the Bilaspur district, *viz.*, at Bilaspur, Pendra, Mungeli and Pandaria. The Pendra poor-house was opened during the month.

In both districts, there is a tendency for the numbers in the poor-houses to increase largely. In the Raipur district the number of inmates on the 27th March was 1,859 as compared with 1,298 in February. In the Bilaspur district the figures were respectively 2,878 and 1,988.

3. *Village relief.*—Twenty-one relief centres are reported to be in existence in the Raipur district at which 367 persons were relieved. No statistics of village and town relief are given. From the weekly reports for the four weeks ending 27th March, it appears that village relief was granted in 234 villages to 1,977 persons.

In the Bilaspur district there are three relief centres, *viz.*, at Bhatapara, Kargi and Pendi. The Pendra relief centre was converted into a poor-house. Two other relief centres, *viz.*, at Lormi and Marwahi were reported in the weekly returns, but these have apparently been closed. As regards works attached to relief centres, a local work has been opened close to Kargi, and the road work under the Public Works Department is only a few miles from Bhatapara relief centre. Village relief is reported as having been given to about 3,600 persons.

4 *General character of relief works.*—A new road work was started in the Raipur district during the month, *viz.*, the second section of the Drug-Balod road. The total number of relief workers on roads under Public Works Department was 39,213 against 16,857 in February. The number employed on local works started by Government and by private individuals was 36,974 against 20,328 in February.

Six roads are being constructed by the Public Works Department in the Bilaspur district. Of these three were opened during the month, *viz.*, the road at Bilaspur to the railway station, the Kota-Lormi and the Parasi-Pendra roads. The number of relief workers on all roads amounted to 14,697 against 10,976 in February. As regards local works in charge of civil officers 1,359 persons were employed on these works. A large embankment work at Pendra in charge of the Public Works Department also gave employment to 828 persons. The number of persons relieved by the grant of famine loans and by works started by private individuals without the help of these loans has not been started. The Deputy Commissioner's attention has been drawn to this omission.

5. *Physical condition of the people.*—The condition of the people is stated to be fair in the Raipur district. New arrivals for relief are reported to be generally weakly and somewhat in a starved condition. The attention of the Deputy Commissioner has already been drawn to the meagre information on this important subject, and I have asked the Deputy Commissioner to report whether information as to the physical condition of the people in distressed parts is systematically furnished to him by his subordinates.

In the Bilaspur district the people of the Pendra zamindari are the worst off, the largest number of deaths from starvation being reported from this part of the district. Cases of emaciation are reported to be numerous at Pendra, and many of the people admitted into the poor-house reach it in a dying condition. In other parts of the severely affected tracts also cases of emaciation are met with though they are not so numerous as in Pendra. Some cases are also reported for the slightly affected parts of the district. As regards relief works, the condition of the people is reported to be good except in Pendra.

6. *Deaths from starvation.*—For the Raipur district 31 deaths have been reported, but the Deputy Commissioner does not place reliance on this figure. The agency for reporting these deaths in the district has not yet, it is feared, been properly organized and special attention will be invited to the matter.

In the Bilaspur district, 569 deaths are returned as having occurred from starvation, of which 274 occurred in Pendra alone.

7. *Food stock.*—Food stocks are sufficient everywhere except in parts of the Pendra and Pandaria zamindaris of the Bilaspur district and in the North-Western zamindaris, and the zamindaris of Dondi-Lohara and Khuji in the Raipur district.

8. *Importation of grain.*—Exports continue to be large in the Raipur district, 1,72,437 maunds of food grains were exported as compared with 1,48,947 in February. The imports were inconsiderable, amounting to 637 maunds against 861 in February. In the Bilaspur district 18,305 maunds were exported against 22,675 maunds in February. The imports were respectively 24,740 and 11,560 maunds. The increased importation has been chiefly to Pandaria and Pendra, where a deficiency of food stock has been reported.

9. *General condition and prospects of affected area.*—The Deputy Commissioner, Bilaspur, reports that the rabi crop has been good, but the areas sown are inconsiderable. The mohwa crops have also been plentiful in some parts. He does not, however, expect any general improvement in the district till November. In the Raipur district, the organization of relief has been more complete and in this way the people are better off. It is not, however, as yet possible to speak confidentially of the prospects of the future.

10. *Rates of wages.*—No changes in the rates of wages are reported for either districts. The Deputy Commissioner, Bilaspur, expects the rate to increase on some relief works, where grain is selling dearer.

The Deputy Commissioner, Raipur, reports that there has been no serious increase in crime. The number of cases in the Bilaspur district is slightly less than in the last month. Three dacoities were perpetrated in the past month in this district.

No 667 C., dated Pachmarh, the 20th April 1897.

From M. W. Fox Strangways, Esq., I.C.S., Offg. Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department.

In compliance with the request contained in your Circular No. 13-F-84-2, dated the 10th February 1897, and your subsequent endorsement No. 17-84-12, dated the 13th March, I am directed to submit a statement received from the Administrative Medical Officer and Sanitary Commissioner, showing the death-rate per mille per mensem for March 1897 in the 18 districts of these Provinces with the exception of Saugor, the figures of which have been telegraphed for and will be communicated on receipt.

2. It will be seen that there has been a decrease in Damoh (from 4·3 to 3·4), Jubbulpore (from 9·1 to 7·7), Hoshangabad (3·2 to 2·9), Mandla (7·1 to 6·7), Chanda (1·7 to 0·9) and Sambalpur (1·9 to 1·4), an increase in Nimar (2·9 to 3·3), Betul (3·5 to 4·8), Chhindwara (2·1 to 2·5), Balaghat (4·8 to 6·7), Bhandara (2·6 to 2·9), Nagpur (1·8 to 2·0), Wardha (1·7 to 2·0), Raipur (2·2 to 2·9) and Bilaspur, (3·9 to 5·2), while in Narsinghpur (4·0) and Seoni (4·4) the figures for February and March are the same.

The highest death-rates shown for March are :—

| Districts. | Death-rate. | DEATHS FROM | | Death rate excluding cholera and small-pox. |
|-------------------|-------------|-------------|------------|---|
| | | Cholera. | Small-pox. | |
| Jubbulpore | 7·7 | 376 | 12 | 6·5 |
| Mandla | 6·7 | 392 | 2 | 5·6 |
| Balaghat | 6·7 | 241 | 15 | 4·5 |
| Bilaspur | 5·2 | 818 | 59 | 3·0 |
| Betul | 4·8 | 114 | 31 | 4·4 |

It will be seen that in these districts of heavy mortality a substantial portion of the death-rate is due to epidemic disease. Cholera was particularly fatal in Bilaspur and Mandla. In other districts also (not included in these highest death-rates) epidemics accounted for a larger proportion of the mortality. Thus in Damoh out of 1,105 deaths 464 were due to cholera, in Bhandara 237 out of 2,139, and in Raipur 203 out of 3,656, besides 215 due to small-pox.

3. The number of deaths reported from starvation in March has been given by the Administrative Medical Officer in the last column of his statement; but the Chief Commissioner finds on examination that the figures do not correspond either with the figures adopted by Commissioners in their monthly reports for March recently submitted to the Government of India, nor with some of those returned in the Weekly Famine Reports from districts. He prefers therefore to make further enquiry into them before reporting them to the Government of India and they will accordingly be sent up with the figures of the next month.

Statement showing the death-rate for the month of March 1897 and ten previous years.

| No | Districts. | Death-rate for March 1897 | Average death-rate for 10 previous years. | Excess over normal. | REMARKS. |
|----|-----------------------|---------------------------|---|---------------------|----------|
| 1 | Jubbulpore Division | Jubbulpore ... | 7.7 | 2.7 | 5 |
| 2 | | Saugor ... | .. | 2.7 | ... |
| 3 | | Damoh . | 3.4 | 2.9 | 5 |
| 4 | | Seoni ... | 4.4 | 2.2 | 2.2 |
| 5 | | Mandla .. | 6.7 | 2.5 | 4.2 |
| 6 | Nagpore Division | Nagpore . | 2.0 | 2.6 | -6 |
| 7 | | Bhandara ... | 2.9 | 1.9 | 1 |
| 8 | | Chanda . | 0.9 | 2.3 | -1.4 |
| 9 | | Wardha ... | 2.0 | 3.2 | -1.2 |
| 10 | | Balaghat .. | 6.7 | 1.8 | 4.9 |
| 11 | Nerbudda Division. | Hoshangabad | 2.9 | 3.2 | -3 |
| 12 | | Narsangpur .. | 4.0 | 2.7 | 1.3 |
| 13 | | Nimar ... | 3.3 | 3.4 | -1 |
| 14 | | Chhundwara ... | 2.5 | 2.7 | -2 |
| 15 | | Betul .. | 4.8 | 3.1 | 1.7 |
| 16 | Chhatisgarh Division. | Raipur ... | 2.9 | 2.1 | .8 |
| 17 | | Bilaspur ... | 5.2 | 1.8 | 3.4 |
| 18 | | Sumbulpur ... | 1.4 | 2.6 | -1.2 |

No. C. 678, dated Pachmari, the 21st April 1897.

From M. W. Fox Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department.

I am directed, in continuation of my No. C. 667* of yesterday's date, to submit a supplementary statement showing the death-rate for the month of March in the Saugor district. 232 of the 2,508 deaths were due to cholera or small-pox.

Supplementary statement showing the death-rate for the month of March 1897.

| District | Death-rate for March 1897 | Average death-rate for 10 previous years. | Excess over normal. |
|----------|---------------------------|---|---------------------|
| Sangor | 42 | 27 | 15 |

No. C. 893, dated Pachmarhi, the 17th May 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Offg. Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

I am directed to submit, for the information of the Government of India, consolidated monthly statements (for April) A and B as prescribed by section 16, IV-VII of the Central Provinces Famine Code. Figures are now, for the first time, given for every district of the Provinces, relief operations, to a greater or less extent, being now carried out in each. The usual memoranda by Commissioners of Divisions, and famine maps, are also forwarded.

2. The total numbers in receipt of relief have risen from 479,273 at the end of March to 534,420 at the end of April. During March, temporary reductions in the numbers on works were caused, first by the employment afforded by the harvesting of the *rabi* crops, and afterwards by the occurrence of the Holi festival. Harvesting was practically over in all districts by the beginning of April, and the first weekly returns for that month showed a sudden and large increase in the numbers on works. The ripening of the *mohwa* crop caused another reduction, and during the 2nd and 3rd weeks the numbers fell by some 15,000 to rise again largely during the fourth week when the collection of *mohwa* was practically over. The reports received as to the out-turn of this crop are somewhat conflicting. The trees were late in coming into flower, and much damage was anticipated from the cloudy weather and thunderstorms at the end of March. In the end, however, it appeared that the actual damage done was much less than had been anticipated, and that in most parts of the Provinces where *mohwa* trees are plentiful the crop was little, if at all, below the average. From all districts it is reported that the crop has been a most valuable addition to the food supply of the poorer classes, and it is believed that much has been stored by the people for consumption during the rains.

3. It was noted in the report for March that the effect of the *rabi* harvest in lowering prices had been very slight, any tendency to a fall being corrected by export to the North-Western Provinces. During April there was a great contraction of export and in several districts imports became considerable. Prices have continued to rise slowly but steadily.

4. The question of the sufficiency of food stocks, especially in the districts of Mandla and Balaghat, which was referred to last month, has continued to engage the attention of the Chief Commissioner and of his officers. Proposals for supplementing the deficiencies of private trade in the Mandla district have recently been sanctioned by Mr. Lyall and the details submitted to the Government of India, and a similar scheme is being worked out for the up-land portion of Balaghat. For the rest, nothing has occurred to cause the Chief Commissioner to alter the opinion expressed last month that private trade will do all that is required.

5. The monthly death-rates reported in column 15 of Statement A show on the whole an improvement. It is true that the number of deaths in the Provinces as a whole has increased. But this is largely due to cholera which was present and more or less active in 17 out of the 18 districts. It was especially severe in Narsinghpur which shows an abnormally high death-rate. No district shows so high a rate as has been reported in previous months for Jabulpore. The figures will be examined in greater detail in the special mortality return for the month, which is being separately submitted.

6. It will be observed that columns 6 and 7 of Statement B show sufficient work in reserve for the maximum number for whom relief is likely to be required in all districts except Nagpur, Wardha, Chanda, Sambalpur and Raipur. The first four of these districts are not seriously affected by famine and the numbers now on relief are very far below those shown in column 2. The Raipur programme has recently been very largely extended, and provision has been made for the establishment, if necessary, of 28 charges which would employ not less than 110,000 people. There is therefore no fear that employment will run short.

Monthly Famine Statement A for the four weeks ending Saturday evening the 24th April 1897.

[To be submitted to the Government of India within the first-half of the next month]

| District | Area. | Population in thousands | Affected area | Estimated population in thousands of column 4 | NUMBERS ON RELIEF WORKS ON LAST DAY OF MONTH | | | | | Number on gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD-GRAINS IN SEERS PER RUPEE. | | | Monthly death-rate per mile per annum | Deaths due to starvation |
|------------------------------|---------------|-------------------------|---------------|---|--|----------------|----------|----------------|----------------|-----------------------------|--|------------|----------|---------------------------------------|--------------------------|
| | | | | | Class A | Class B. | Class C | Class D | Total | | Rice | Juar | Wheat. | | |
| | | | | | 6 | 7 | 8 | 9 | 10 | | 12 | 13 | 14 | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 |
| JUBBULPORE DIVISION. | | | | | | | | | | | | | | | |
| Jubbulpore | 3,048 | 748 | 2,853 | 498 | 341 | 14,141 | ... | 50,107 | 64,589 | 31,505 | 9 | (Grain) 11 | 10 | 64 8 | 49 |
| Raugar | 4,007 | 592 | 4,007 | 592 | 171 | 13,145 | . | 15,092 | 28,408 | 16,028 | 6½ | 9½ | 8½ | 67 2 | 3 |
| Danoh | 2,891 | 325 | 2,000 | 200 | 1,068 | 6,116 | ... | 17,744 | 24,928 | 12,028 | 7½ | 9½ | 8 | 58 8 | 54 |
| Mandia | 5,056 | 339 | 5,056 | 339 | 124 | 1,076 | ... | 21,821 | 29,021 | 7,626 | 8½ | 10 | 9½ | 50 4 | 1 |
| Seoni | 8,198 | 371 | 1,766 | 200 | 345 | 4,862 | .. | 5,707 | 10,914 | 2,728 | 9 | 9 | 10½ | 50 4 | 8 |
| Total | 19,040 | 2,375 | 16,682 | 1,829 | 2,049 | 39,340 | . | 110,471 | 151,860 | 68,906 | . | . | . | .. | 115 |
| NAGPUR DIVISION | | | | | | | | | | | | | | | |
| Nagpur | 8,892 | 758 | 524 | 248 | 120 | 2,449 | .. | 5,564 | 8,198 | 2,915 | 8½ | 10½ | 9½ | 32 4 | 7 |
| Bhandara | 3,968 | 742 | 2,850 | 430 | 184 | 4,277 | . | 6,732 | 11,173 | 4,417 | 9 | 10½ | 9 | 39 6 | 16 |
| Balughat | 3,164 | 888 | 1,560 | 290 | 547 | 7,404 | . | 25,987 | 33,338 | 16,381 | 7½ | .. | .. | 48 | 13 |
| Chanda | 10,749 | 697 | 2,032 | 104 | .. | .. | .. | .. | .. | .. | 6½ | 10½ | 8½ | .. | Nil. |
| Wardha | 2,428 | 400 | 650 | 70 | (Work started only on 24th April 1897 No statistics available) | | | | | .. | 6½ | 10½ | 9½ | .. | 81 2 |
| Total | 24,141 | 2,980 | 7,076 | 1,077 | 831 | 14,180 | . | 58,283 | 63,244 | 23,713 | . | . | . | . | 46 |
| NERBUDDA DIVISION. | | | | | | | | | | | | | | | |
| Hoshangabad | 4,024 | 499 | 3,794 | 861 | 1,165 | 33,839 | .. | 3,520 | 38,524 | 11,056 | (Grain) 7½ | 8½ | 7½ | 34 8 | 81 |
| Narsinghpur | 1,910 | 367 | 1,918 | 367 | 575 | 16,573 | . | 6,442 | 22,770 | 5,277 | 9½ | 10 | 9½ | 97 2 | 4 |
| Nimar | 3,528 | 285 | 3,228 | 285 | 8 | 119 | .. | 12 | 139 | 349 | .. | .. | .. | 45 6 | .. |
| Chandwara | 4,630 | 407 | 2,549 | 164 | 249 | 11,653 | . | 548 | 12,449 | 3,295 | 9½ | 9 | 9½ | 26 4 | 28 |
| Betal | 3,824 | 323 | 2,868 | 149 | 306 | 5,794 | .. | 1,919 | 8,019 | 2,937 | .. | 8 | .. | 51 6 | 6 |
| Total | 18,892 | 1,912 | 13,055 | 1,326 | 2,303 | 67,157 | . | 12,441 | 81,901 | 22,974 | . | .. | . | .. | 119 |
| CHHATTISGARH DIVISION | | | | | | | | | | | | | | | |
| Raipur | 11,724 | 1,584 | 4,027 | 710 | 1,491 | 25,371 | .. | 45,925 | 72,787 | 21,159 | 8 | .. | 9 | 49 2 | 71 |
| Bilaspur | 8,341 | 1,164 | 8,341 | 1,164 | 464 | 17,030 | .. | 2,354 | 19,878 | 16,463 | 9 | .. | 10 | 80 4 | 189 |
| Sambalpur | 4,948 | 796 | 228 | 62 | .. | 1,339 | .. | 86 | 1,375 | 161 | .. | .. | 10 | 33 6 | 4 |
| Total | 25,013 | 3,544 | 12,596 | 1,936 | 1,955 | 43,730 | . | 48,295 | 94,040* | 37,783 | . | . | . | .. | 264 |
| Grand Total | 87,038 | 10,811 | 60,409 | 6,168 | 7,138 | 164,417 | . | 209,490 | 381,045 | 153,376 | . | . | . | .. | 544 |

* Besides 5,635 (4,725 in Raipur and 910 in Bilaspur) on works under civil officers.

Monthly Famine Statement B for the four weeks ending Saturday the 24th April 1897.

[To be submitted to the Government of India within the first-half of the next month]

| District. | Maximum number for whom relief is estimated to be required in case of serious famine | Number for whom relief was provided in last programme of relief works, (i.e., average daily number for three months) | | | Number for whom relief can be provided by works remaining on programme on date of report (i.e., average daily number for three months) (a) | | * Expenditure since April 1st 18 (b) | | Advances since April 1st up to end month under (c) | | | Revenue suspended. | |
|------------------------------|--|--|------------------------------------|---------------|--|---------------|--------------------------------------|-----------------------|--|-----------------------|-----------------------|-------------------------|-----------------------------|
| | | Date of last programme. | On large works, (P W D Schedule A) | Others. | On large works, (P W D Schedule A) | Others. | Date up to which account is made up | Rupees omitting 000s. | | Land Improvement Act. | Famine Loans. | Agricultural Loans Act. | Rupees omitting 000s. |
| | | | | | | | | On relief works | On gratuitous relief | Rupees omitting 000s. | Rupees omitting 000s. | Rupees omitting 000s. | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 |
| JUNNAPUR DIVISION | | | | | | | | | | | | | |
| Jubbulpore | 116,000 | 9-4-97 | 127,556 | .. | 65,969 | 50,000 | 4-4-97 | 142 | 33 | .. | 14 | .. | 253 |
| Saugor | 40,000 | " | 129,000 | .. | 75,505 | 10,000 | " | 61 | 26 | .. | 12 | .. | 114 |
| Damoh | 25,000 | " | 91,511 | .. | 53,712 | .. | " | 49 | 16 | .. | 18 | .. | (259 remitted) |
| Mandla | 40,000 | " | 135,556 | .. | 74,025 | 4,000 | " | 51 | 3 | .. | .. | 7 | 33 |
| Secni | 13,000 | " | 98,222 | .. | 54,326 | 6,000 | " | 10 | 3½ | .. | 3 | .. | 46 |
| Total | 234,000 | .. | 681,845 | .. | 323,537 | 70,000 | .. | 313 | 81½ | .. | 49 | 7 | 446 (259 remitted). |
| NAGPUR DIVISION | | | | | | | | | | | | | |
| Nagpur | 75,000 | 9-4-97 | 51,444 | .. | 41,460 | 6 | 24-4-97 | 16 | 2 | Nil | 29 | Nil | .. |
| Bhandara | 20,500 | " | 46,111 | .. | 40,148 | 10 | " | 26 | 3 | .. | .. | .. | 75 |
| Balaghat | 25,000 | " | 48,768 | .. | 60,701 | 10 | " | 74 | 4 | .. | 11 | 28 | 56 (3 remitted). |
| Chanda | 69,000 | " | 47,282 | .. | 37,262 | Nil | " | Nil | Nil | 3 | 14 | Nil | .. |
| Wardha | 40,000 | " | 7,056 | .. | 8,800 | .. | " | .. | .. | Nil | Nil | .. | .. |
| Total | 229,500 | .. | 200,641 | .. | 187,871 | 26 | .. | 116 | 9 | 3 | 92 | 28 | 131 (3 remitted) |
| NFRUHDA DIVISION | | | | | | | | | | | | | |
| Hoshangabad .. | 50,000 | 9-4-97 | 16,224 | 2,400 | 73,361 | 2,400 | 24-4-97 | 90 | 3 | Nil | 2 | Nil | 480 |
| Narsingpur .. | 40,000 | " | 103,984 | .. | 92,246 | .. | " | 66 | 6 | .. | .. | .. | .. |
| Nimar | 20,000 | " | 77,171 | .. | 76,198 | .. | " | (a) | (a) | .. | Nil | .. | .. |
| Chhindwara .. | 14,000 | " | 128,327 | 3,000 | 118,897 | 1,800 | " | 21 | 4 | .. | 5 | .. | .. |
| Betul | 25,000 | " | 122,007 | .. | 95,689 | .. | " | 19 | 3 | .. | 6 | (a) | .. |
| Total | 157,000 | .. | 643,773 | 5,400 | 456,911 | 4,200 | .. | 196 | 16 | .. | 13 | (a) | 480 |
| CHHATTISGARH DIVISION | | | | | | | | | | | | | |
| Raipur | 100,000 | 9-4-97 | 146,228 | 5,555 | 71,776 | 4,733 | 24-4-97 | 174 | 7 | .. | 86 | 13 | 164 |
| Bilaspur | 50,000 | " | 56,493 | 23,750 | 59,777 | 16,000 | " | 58 | 21 | .. | 14 | .. | .. |
| Bambalpur .. . | 79,000 | " | 26,778 | .. | 25,731 | .. | " | 1 | .. | .. | .. | .. | .. |
| Total | 229,000 | .. | 228,559 | 29,905 | 157,284 | 19,733 | .. | 233 | 28 | .. | 99 | 13 | 164 |
| Grand Total | 849,500 | .. | 1,654,818 | 34,705 | 1,126,083 | 93,959 | .. | 868 | 134½ | 8 | 253 | 48 | 1,171 (262 remitted) |

(a) Below 1,000

Summary to accompany monthly Famine Statements A and B for the month of April 1897.

JUBBULPORE DIVISION

1.—Private Relief.

The organisation of this class of relief through the Agency of the District Committees of the Indian Famine Charitable Relief Fund has proceeded during the month on the lines indicated in my report for March. Clothing has been given to the destitute on relief works and in poor-houses. Extra diet has been provided for the sick and weakly in poor-houses, at relief centres and in the kitchens on large works, payments have been made for the support of famine orphans taken charge of by philanthropic or missionary societies and money has been given to those of the respectable poor who are averse to seeking relief in any public fashion.

Comparatively little has, however, been spent on any of these objects as it is becoming more and more clear that the maximum of relief which can be afforded by this fund will be given by enabling destitute cultivators to buy seed and plough cattle to enable them to sow and reap their little holdings, and thus once more acquire a small reserve against future need. It is indeed probable that, had the many charitable people in England and elsewhere fully realised the inestimable benefit which will result from each pound which can be devoted to this purpose, the subscriptions, liberal as they have been, would have been doubled. As it is, the allotments made to districts will, in most cases, not be sufficient to meet all their needs, though they will certainly suffice to effect an immense amount of good. Where the whole amount needed for each cultivator cannot be given a portion of it will be granted so that as many as possible of those who are really destitute may at least be able to sow some portion of their land, and, should the crops be good, be in a better position to arrange for their winter sowings. The details given in the district reports of the work done and the actual number of persons relieved by the charitable fund are not as full as I should have wished and I have asked the Deputy Commissioners to obtain more definite and precise information from the Secretaries of the District Committees for inclusion in future reports.

I may add that the work of completing the lists of those destitute cultivators who are to be recipients of grants from this fund, has been completed in all districts while in Seoni and Jubbulpore actual distribution has begun. The bulk of this work will, however, be carried out during the current month, and acting on a suggestion made by the Chief Commissioner (*vide* Revenue Secretariat No 2169 of 23rd April 1897) the services of Civil Judges and Munsiffs, whose courts will be closed from the 15th current, will be utilised to assist the members of the several District Committees in the work of distribution.

2.—Government poor-houses.

The following is a comparative statement of the number of poor-houses in the division and of the number of inmates on the last Saturday of March and April respectively:—

| District | NUMBER OF POOR-HOUSES | | NUMBER OF INMATES | | + or - |
|----------------------|-----------------------|--------|-------------------|--------|--------|
| | March. | April. | March. | April. | |
| Jubbulpore | 5 | 5 | 2,241 | 2,715 | +474 |
| Saugor | 5 | 5 | 3,373 | 3,381 | + 8 |
| Damoh | 4 | 4 | 1,146 | 1,104 | - 42 |
| Mahdla | 2 | 2 | 499 | 551 | + 52 |
| Seoni | 2 | 2 | 558 | 430 | -128 |
| Total | 18 | 18 | 7,817 | 8,181 | +364 |

The general decrease which characterised the figures for March as compared with those of the previous month was ascribed by me in last month's report to the more complete organisation of village relief and to the fact that the temporarily incapacitated inmates of poor-houses were, on recovery, being returned to their homes. It would have been thought that these cases would have continued to operate during April and that a further general decrease would have occurred. That this did not happen is, I think, chiefly due to the fact that numbers of harvesters who had not earned enough to support themselves and who were too weak for regular work have been filling our poor-houses during April. In the Jubbulpore district especially, the number of these wanderers was very large and the Police have done what they could for their relief by sending them to the poor-houses. In Jubbulpore itself, however, I found that this was being carried too far, and that numbers of perfectly healthy and indeed robust people were being sent to the poor-houses because they had been found begging in the bazaar. Such persons should be sent to a relief work, and arrangements have now been made to have them collected periodically by the Police and sent by rail to a large Public Works Department work at some distance from the city whence they will not so easily be able to return there to beg.

Arrangements for completing and strengthening existing poor-house buildings so as to ensure their giving adequate shelter during the monsoon have been vigorously pushed on during the month. I have also endeavoured to secure a better organisation and more regular attendance of the existing poor-house committees and also to put the head-quarter orphanages on a more systematic footing, especially as regards the provision of suitable occupation for the numerous children of varying ages and capacities who are to be found there.

Owing to the large number of wanderers always to be found in the Jubbulpore district it has been decided, with the Chief Commissioner's approval, to convert some of the existing relief centres into rural poor-houses for the monsoon months, and I have addressed other Deputy Commissioners with a view to ascertaining whether similar arrangements would be advisable elsewhere.

3. Village Relief.

The following table compares the number of relief centres open at the end of March and April respectively:—

| District | NO OF CENTRES | | RELIEVED GRATUITOUSLY | | AT WORK AT CENTRES | | TOTAL | | + or - |
|-------------|---------------|-------|-----------------------|-------|--------------------|--------|--------|--------|--------|
| | March. | April | March. | April | March. | April | March. | April | |
| Jubbulpore | 17 | 17 | 1,931 | 2,065 | 11,965 | 10,548 | 13,896 | 12,613 | -1,283 |
| Saugor .. . | 3 | . | 105 | . | 15 | . | 120 | . | -120 |
| Damoh .. . | . | . | . | . | . | . | . | . | .. |
| Mandla .. . | 17 | 17 | 901 | 830 | 3,233 | 3,111 | 4,134 | 3,941 | -193 |
| Seoni .. . | 9 | 8 | 151 | 143 | 681 | 561 | 842 | 704 | -138 |
| Total | 46 | 42 | 3,098 | 3,038 | 15,894 | 14,220 | 18,992 | 17,258 | -1,734 |

In Jubbulpore the reduction in numbers, which was anticipated, was delayed owing to the failure of one of the circle relief officers in the Murwara Tahsil to give effect to the orders which had been given to him. These orders have now been carried out and the present month will show a large reduction in the numbers so relieved in this district. In reducing numbers, however, the greatest possible care is being taken to provide for those who are now being relieved in this way, and every effort is being made to prevent further distress. But, except to provide for weakly and emaciated wanderers or to meet the needs of wild and

inaccessible tracts, like large parts of Mandla, the relief provided at these centres has not proved economical or effective as regards the exaction of a sufficient amount of work in return for wages paid. They are, therefore, being steadily reduced, some being converted into rural poor-houses to provide for wanderers during the monsoon months, and others being closed altogether. In Mandla where the area to be dealt with is very large, the same number of relief centres as are now in existence will, however, be maintained throughout the rains and it may similarly be necessary to maintain some of the centres in the more remote parts of Seoni.

(b) *Relief of people in their homes*—Village relief has now been completely organised in all districts though it needs very constant and rigorous supervision to secure, on the one hand, that money reaches those for whom it is intended and, on the other, that it is not given to those who either have enough means to do without it, are fit for labour even though it be of a light description, or have relatives who are capable of maintaining them. I had an opportunity, during the month of checking village relief in Mandla and Damoh and I found that it needs a most careful and detailed enquiry and considerable experience of the normal conditions of village life to prevent abuses in one or other of the above directions. The number of people entered on the register as in receipt of this class of relief is compared below with the corresponding figures of the previous month :—

| | 27th March | 24th April |
|------------|------------|------------|
| Jubbulpore | 17,849 | 17,064 |
| Saugor | 7,010 | 9,485 |
| Damoh | 6,000 | 7,040 |
| Mandla | 670 | 1,011 |
| Seoni | 995 | 1,500 |

There has been an increase in every district except Jubbulpore, a result largely due to the return of the poorer class of labourers from harvesting. The apparent decrease in Jubbulpore appears to have been due to the figures having been incorrectly reported in the previous month. The large accession of numbers in Saugor, nearly 2,500, is remarkable, and I am not altogether satisfied that village relief in this district is being confined to its proper limits. No adequate explanation of the very large increase has been given by the Deputy Commissioner, and I have recently asked him to arrange for a careful enquiry by himself and his circle officers with a view to ascertaining whether the very considerable additions to the village lists have been properly made. The increase in Mandla is satisfactory, as I had found that in this district the limits of the classes entitled to this class of relief had been somewhat too strictly drawn. On this subject, however, it may be well to quote the Deputy Commissioner's remarks. He says :—

"I may note here that the numbers actually entered as in receipt of village relief only partially represent the extent of true village relief. Unlike other districts, the number of relief centres in Mandla is very large *i.e.*, 19 (including the local works at the two Tahsil head-quarters) and to each of these relief centres is attached a sort of poor-house on a small scale where people unable to work are relieved gratuitously. The work taken at these relief centres is also very light, so all the people at those centres are practically on village relief. The numbers thus relieved stand as follows :—

| | | | |
|---|----|----|---------|
| 1. On two local works at Tahsil head-quarters | .. | .. | 801 |
| 2. Dependants on Tahsil head-quarters | .. | .. | 213 |
| 3. At work at relief centres | .. | .. | 3,120 |
| 4. Fed gratuitously at relief centres | .. | .. | 871 |
| | | | 5,005 " |

I may add that the people of Mandla are, as a rule, but little attached to their homes and are ready to desert them on the slightest provocation. On the large works nearly all the labourers live on the site of the work, and at one relief centre

which I visited I found several people who, though they said they had homes in a village about a quarter of a mile away, preferred to live in huts on the work itself. In such circumstances there is much less scope for village relief proper than in more settled districts.

4. General character of relief works.

(a) *Public Works Department Relief Works.*—The number of persons on these works at the end of March and April respectively is shown below :—

| District | WORKERS | | DEPENDANTS | | TOTAL | | + or - |
|-------------|---------|--------|------------|--------|---------|---------|---------|
| | March | April | March | April | March | April. | |
| Jubbulpore | 40,517 | 39,070 | 8,247 | 7,771 | 48,764 | 46,841 | -1,923 |
| Saugor .. | 29,273 | 15,168 | 2,765 | 1,116 | 32,038 | 16,284 | -15,754 |
| Damoh . . . | 11,267 | 14,279 | 2,054 | 2,065 | 13,321 | 16,344 | + 3,023 |
| Mandla . | 14,236 | 18,131 | 3,792 | 4,931 | 18,028 | 23,062 | + 5,034 |
| Seoni .. | 4,761 | 9,015 | 1,013 | 2,069 | 5,774 | 11,084 | + 5,310 |
| TOTAL | 100,054 | 95,663 | 17,871 | 17,952 | 117,925 | 113,615 | -4,310 |

It will be noticed that in Jubbulpore numbers have decreased by nearly two thousand, there has been a large increase in Damoh, Mandla and Seoni, while in Saugor numbers have fallen from 32,088 to 16,284 or to nearly half of their former figure. Had the orders which have already been referred to regarding the closing of relief centres in the Murwara Tahsil been properly carried out the Jubbulpore figures would also have shown an increase, and the larger numbers in Damoh, Mandla and Seoni are only what I had anticipated in making my report for March. The remarkable feature then, in these returns is the marked diminution in Saugor—a diminution which had not yet been fully explained by the Deputy Commissioner. It may, however, be noted that, at the beginning of April, extensive frauds were discovered on two of the large works in Saugor, and from the enquiry made in those cases it appeared that the numbers actually at work on the 27th March, were in reality, much less than had been represented. It was also discovered that there had been abuses in connection with the supply of grain on those works, and it is more than probable that there had been other irregularities in the matter of punctual payment of wages, infliction of fines and the like which would have tended to make those works generally unpopular. The fact that the numbers on local works under circle officers in this district have recently increased largely, tends to confirm the view that the large Public Works Department works have for some reason or other, become unpopular. I have asked the Deputy Commissioner to give the matter his very careful attention and to ascertain, both by personal enquiry and through his circle officers, to what causes the greatly diminished numbers on those works are due. I have also discussed the matter with the Executive Engineer, Saugor, but he is unable to say what has caused this remarkable diminution in numbers. The question of the introduction of the modified system of piece work approved of by the Government of India in Revenue and Agricultural Department letter No. 1132 F, dated the 3rd March 1897, is being carefully considered for all districts and since the close of the month orders have been issued to start the new system in parts of Jubbulpore, Mandla and Seoni. At present the great defect on nearly all Public Works Department works is the failure to exact an adequate task, large numbers of the workers being, apparently quite satisfied if they receive the minimum wage even after deduction of fines for short work. The bulk of these labourers are now quite strong and healthy, they have been on Government works for months, and are as competent to do piece-work as any labourer in ordinary times. These remarks apply particularly to Seoni, but may be considered as true

of the greater part of all districts of the division, and the introduction of piece-work, if associated on each work with infirm gangs for the old and weakly, will, I trust, produce a marked improvement in the out-turn of work while not diminishing the efficiency of relief.

In Jubbulpore the distribution of work was improved by closing three of the existing charges and opening new charges in their place in tracts of greater distress. In Mandla two new charges were opened, one in the Northern and one in the Southern Tahsil, and are both filling rapidly. In Seoni a fourth charge was opened in the distressed area of the Seoni Tahsil. In the remaining two districts the number and distribution of charges remained unchanged.

(b) *Local works under district officers*—The numbers employed on these works, excluding dependants at the close of March and April are shown below :—

| District | March | April | + or - |
|----------------------|--------|--------|---------|
| Jubbulpore | 12,886 | 14,971 | + 2,085 |
| Saugor | 9,239 | 14,354 | + 5,115 |
| Damoh | 11,483 | 10,649 | - 834 |
| Mandla | 1,505 | 1,779 | + 274 |
| Seoni | 1,300 | 1,131 | - 169 |
| TOTAL | 36,416 | 42,884 | + 6,468 |

In Jubbulpore four new local works were started during the month—two tank works in the distressed parts of the Jubbulpore Tahsil and a tank work and a road work in the west and east respectively of the Murwara Tahsil.

All local works in Jubbulpore are now well organized and supervised. Professional opinion has been obtained as to the plan of work in each case and tasks are fixed and exacted.

Of the two municipal works in Jubbulpore City it has been decided to hand over one, the stone breaking work near the town, to the Public Works Department. This will secure better management and stricter supervision. In Saugor three new tank works were started during the month and have attracted considerable numbers over 5,000 workers. Here, also, regular organization is insisted on and adequate tasks secured.

In Damoh no addition has been made to the previous number of local works and the ten tanks, which are in progress, are being steadily completed. I inspected five of these during the month and was pleased with the way in which work was being done. The general organization was exceedingly good, work was systematically carried out and tasks were fixed each day, and, so far as could be ascertained, regularly completed. The Deputy Commissioner has now obtained professional advice to assist him in completing these tanks and it will, I hope, be possible to complete them all before the monsoon breaks.

In Mandla there were besides the 17 relief centres, two local works, at Mandla and Dindori respectively, four forest roads and eight ryotwari tanks, in progress during the month.

In Seoni 16 works in ryotwari villages and two forest roads were available as local famine works. The Deputy Commissioners found, however, that the attractions of the large Public Works Department works were greater than those of local works and he was obliged to adopt special measures to secure sufficient labour to complete his works before the rains. He considers that on the large works less labour is exacted and a more liberal wage given, and he thinks the introduction of piece-work to be the only effective remedy for this. In this view I agree with him.

Famine Loans—The amounts paid out as Famine Loans during the month of April are shown below in round numbers—

| | Rs. |
|----------------------|--------|
| Jubbulpore | 14,000 |
| Saugor | 12,000 |
| Damoh | 18,000 |
| Mandla | 2,000 |
| Seoni | 3,000 |
| | 49,000 |

From the diaries of circle relief officers and from what I have heard from Deputy Commissioners I gather that a considerable amount of useful work is being done with the aid of these loans, and that, generally speaking, borrowers are paying a sufficient wage.

5. *Physical condition of the people.*

The Deputy Commissioner, Jubbulpore, who has been almost constantly on tour during the month in the most distressed parts of the district, writes as follows :—

“The condition of the people on the larger relief works is good. Only in the poor-houses and relief centres are cases of extreme emaciation to be met with. Barhi, in the east of the Murwara Tahsil, being the place where I have seen the worst cases in this respect. In the Murwara Tahsil, generally the general health of the people has greatly improved, a good *mohwa* crop having helped greatly to this end.”

The Deputy Commissioner, Saugor, has nothing to add to what he wrote last month on this subject and which was quoted in paragraph 5 of the divisional report for March. The decreasing death-rate in this district, combined with the very small number of deaths ascribed to starvation or privation, would point to a steady improvement in this respect.

The Deputy Commissioner of Damoh, who was also on tour during the great part of the month, considers that the condition of the labourers on relief works is distinctly improving and that the additional food supply afforded by the *mohwa* crop has tended to better the condition of the population generally. I had considerable opportunity while on tour in Damoh, of observing the condition of the people both on works and in villages. The average condition of workers was distinctly good, most of them having been doing regular work and receiving regular pay for months past. In the villages I noticed no cases of emaciation, except among the very old. In the poor-houses there were naturally numerous cases of people in very reduced condition. But this must always be the case so long as there are people who prefer to wander and to beg until they are reduced to such a state of weakness that it is almost impossible to restore them to normal health.

A careful watch is kept over the work of the Police in deting and forwarding such wanderers to poor-houses or works, and, generally speaking, I consider that this work is now well done.

In Mandla the condition of the inmates of poor-house and of those who are relieved at relief centres is, as elsewhere, poor. On works the people are generally robust and healthy. They have, in most cases, leen on the works for months and the regular work, wholesome food, good water-supply, and sanitary surrounding have all combined to improve their condition greatly. Except on the Thonda work (Bilaspur-Mandla road) and on the north of the Dindori Tahsil there are but few in hospital, and deaths, except from occasional outbreaks of cholera, are

less common than they are among the general population in ordinary times. The Deputy Commissioner of Seoni reports as follows :—

“The condition of persons employed on Public Works Department relief works is excellent, so much so that I have recommended piece-work to be started on all these works. This proposal has been accepted by the Chief Commissioner and piece-work will be introduced as soon as possible ”

In this district generally the Deputy Commissioner informs me that the condition of the people is good and that it has here, as elsewhere, been improved by the extra food supply afforded by the *mohra* crop. From the result of my own inspection of famine works and of the Lakhnadon poor-house I incline, however, to think that the Deputy Commissioner takes a somewhat too favourable view of the general condition of the people. It is quite true that the greater number of the labourers are robust, but cases of emaciation are not uncommon, and the large number of deaths in the Seoni poor-house during April points to the existence of more suffering than the Deputy Commissioner's remarks would imply. Even allowing for deaths from cholera the death-rate for April is still considerably above the normal (41 per mille per annum) and most careful supervision should, I think, be maintained over relief arrangements especially in those parts of the district which are remote from the main lines of traffic.

6. Mortality. Deaths from starvation.

The following table gives the total number of deaths and the death-rate (per mille per annum) for the month of February, March and April.

| District | NO OF DEATHS. | | | DEATH RATE | | | | | |
|--------------|---------------|--------|--------|--------------------|--------|-------|--------------------|--------|--------|
| | February | March. | April. | Exclusive of town. | | | Inclusive of town. | | |
| | | | | February | March. | April | February | March. | April. |
| Jubbulpore . | 6,839 | 5,287 | 4,014* | 102 | 8,182 | 128 | 114 | 8,818 | 65 |
| Saugor | 2,907 | 2,595 | 3,047† | 60 | 54 | | 59 | 53 | 61 |
| Damoh .. . | 1,417 | 1,871‡ | 1,592§ | . | | | 52 | 69 | 58 |
| Mandla | 2,396 | 2,277 | 1,430 | ... | . | . | 85 | 74 | 50 |
| Seoni | 1,621 | 1,647 | 1,571‡ | . | . | | 52 | 52 | 50 |

* 255 deaths from cholera. † 616 deaths from cholera. ‡ 523 deaths from cholera.
§ 323 deaths from cholera. ¶ 297 deaths from cholera.

The steady decrease in the death-rate of the Jubbulpore District from February onwards in spite of outbreaks of cholera in March and April, and notwithstanding the number of wanderers in the district who had come for harvesting and had to return with little or no earnings, is most satisfactory. During the present month the great heat which has now set in must, however, tell on the old and weakly, and a maintenance of this improvement can scarcely be anticipated. In Saugor, the March figures showed a distinct improvement on those for February, but the April total has been swelled by 515 deaths from cholera. Had it not been for cholera in Damoh there would have been a diminution in the number of deaths in that district both in March and April. In Mandla the great improvement which is shown in the figures for April, an improvement which extends to all the main heads of classification, is satisfactory. In Seoni the April figures are better than those for March, and, if the 297 cholera cases be allowed for, are markedly better.

During the month, I issued a circular letter to all Deputy Commissioners asking them to arrange to have the weekly special mortality returns, which are submitted to Civil Surgeons under the instructions contained in Revenue Department Circular letter No. 1400, dated 31st March 1897, regularly sent to all circle relief officers. It would then be their duty to examine carefully any unusual or

excessive local mortality, ascertain its causes and endeavour to take steps to prevent its recurrence. It is of little or no use to enquire into the causes of the mortality, of past months. The great point is to obtain information of deaths as soon as possible after they occur, to verify anything unusual in them *at once* and to take immediate steps to remove any preventable causes of excessive mortality.

The following statement gives the number of deaths (*a*) due to actual want of food (starvation) and (*b*) due to the effects of privation in March and April respectively. The determination of whether a death is or is not due to privation is a delicate and difficult operation and I do not think that our reporting agency (Kotwars and Subordinate Police Officers) can be relied upon to discriminate these deaths satisfactorily. It may be said indeed that proper verification should make the actual cause of death certain, but where, as is the case with most deaths from starvation, the victims are wanderers without friends or companions who can give any information regarding them, any real verification is quite out of the question, and I do not think that any great weight should be attached to the statistics given under this head. The effectiveness of famine relief can, I venture to think, be much more clearly and satisfactorily gauged by following the progress of the general death-rate, after allowing for deaths from cholera, small-pox or other epidemic disease, than by scrutinizing the returns of deaths from starvation or privation.

With these preliminary remarks I gave the figures for the two months for what they are worth.—

| District. | DUE TO STARVATION | | DUE TO EFFECTS OF PRIVATION | |
|-----------------|-------------------|-------|-----------------------------|--------|
| | March. | April | March. | April. |
| Jubbulpore ... | 152 | 49 | 1,237 | 993 |
| Saugor .. | 9 | 3 | 255 | 111 |
| Damoh | 14 | 54 | 167 | 244 |
| Mandla | 2 | 1 | 39 | 7 |
| Seoni | 17 | 8 | 131 | 199 |

I have had some difficulty in compiling this return and am unable even now to attach much weight to the statistics which it contains. Thus in Jubbulpore the figures, both for March and April, are taken from a special classified statement of deaths from starvation prepared by the Police and attached to the Deputy Commissioner's report. These figures differ largely from those given by the Civil Surgeon in his special mortality return for April, where 222 deaths are ascribed to starvation. I have already, however, detected one glaring error in this return whereby the total number of deaths from all causes in the Panagarh station house area are put down as deaths from starvation, and I incline to think that careful check will detect other similar errors.

For Saugor I accept the Civil Surgeon's figures, no others being available.

In Damoh, in the return received from the Civil Surgeon, I yesterday detected an obvious error, the correction of which by the Deputy Commissioner to whom I referred by wire, has resulted in lowering the number of starvation deaths by 102, and I am now awaiting a reply to another reference which will, I believe, again considerably lower this figure. For Mandla I accept the Deputy Commissioner's figures which have, he reports, been verified, while in Seoni, I have entered the Civil Surgeon's figures for this month and the Police figures for March, a reference to the Deputy Commissioner having shown that the Civil Surgeon's figures for the former month were erroneous. In view of the discrepancies and of the importance which is attached to these figures, I think it would be well to issue further clear and detailed instructions to the Police which would secure greater attention on their part to the correctness of these returns.

and also to direct that the returns should, each month, be sent to the Administrative Medical Officer through the Deputy Commissioner, who would carefully scrutinise the figures, verify any entries the correctness of which appeared doubtful on the face of them, and add remarks of his own commenting on any abnormal or peculiar features in the return. I may further notice that, in no single case, has the verified statement of starvation deaths prescribed by the Secretariat Circular letter been submitted with the returns, nor have civil surgeons added any remarks regarding abnormal features in the reported statistics.

I may add, that, so far as they can be relied on, these figures show, except in Damoh, where the accuracy of the statistics is exceedingly doubtful, a marked improvement on those of the previous year. This is especially the case in Jubbulpore where there are other reasons for thinking that famine relief arrangements are steadily being made more effective and more complete.

7. Food-stocks.

In Jubbulpore, Saugor and Damoh food-stocks are reported to be sufficient. Indeed a brisk export has been going on throughout the month from Jubbulpore. No difficulty is anticipated as to a sufficient food supply for the monsoon months. In Seoni stocks are also generally sufficient, and, as the district is easily accessible both from the north and south, no difficulty is anticipated as to future supply.

In Mandla, as I noticed in the report for March, special arrangements are being made for the supply of food-grain during the monsoon months, (1) to large Public Works Department works, (2) to relief centres, (3) to bazaars in the more remote parts of the district. The whole subject was fully discussed with the Deputy Commissioner during my visit to Mandla in the early part of the month, and a special meeting of grain merchants was held to explain to them the bounty system as approved by the Government of India for the Palamau District in Bengal (*vide* letter No. 1598, dated 17th March 1897, from Government of India, Revenue and Agricultural Department, to the Chief Commissioner, Central Provinces). They all, however, stated that they were not prepared to enter upon trade with the interior where the demand was uncertain and the circumstances of which were strange to them. Accordingly it was determined to invite tenders for the monopoly of supply of food-grain on the large Public Works Department works from June to September, and to make contracts, on the basis of advances at low rates of interest, with small trades for the supply of relief centres and local bazaars. No single tender was, however, forthcoming for the Public Works Department monopoly, but I have now succeeded in inducing the firm of Raja Gokal Dass, Ballab Dass of Jubbulpore, to take the contract for the Mandla Tahsil, while for the Dindori Tahsil the Deputy Commissioner has been given, with the approval of the Chief Commissioner, an advance of Rs. 50,000 to arrange for direct import by Government. Small contracts are also being arranged for the supply of relief centres and bazaars in the interior.

The following table shows the retail prices of staple food-grains in seers per rupee at the head-quarters of each district at the end of March and April respectively :—

| District. | WHEAT. | | GRAIN | | COMMON RICE. | |
|--------------------|-------------|------------|-------------|------------|--------------|------------|
| | 27th March. | 24th April | 27th March. | 24th April | 27th March. | 24th April |
| Jubbulpore | 11 | 10½ | 11½ | 11 | 9 | 9 |
| Saugor | 8¼ | 8½ | 9¼ | 9 | 5¼ | 6¼ |
| Damoh | 7½ | 8 | 10¼ | 9¼ | 8 | 7½ |
| Mandla | 9 | 9¼ | 11 | 10 | 8 | 8¼ |
| Seoni | 11 | 10¼ | 9 | 9 | 9 | 9 |

In Saugor, Damoh and Mandla the price of wheat, probably owing to import, has fallen slightly. Heavy exports have hardened prices in Jubbulpore, and in Seoni also there has been a slight rise in price. The price of gram has risen everywhere except in Seoni, where it has remained steady. The slight cheapening in rice in Mandla, where it is much more largely consumed than wheat, is noticeable. This is probably due to large imports. On my return from Mandla I found strings of carts all along the Jubbulpore road carrying grain to the head-quarters of the district.

It will be seen that prices keep, on the whole, very steady and that the comparatively good *rabi* crops in the North-Western Provinces, the Punjab and parts of this Division have had no effect in perceptibly lowering the rates of retail sale. As was remarked in last month's report, a very large surplus is necessary to perceptibly affect the general level of prices where the demand for food-grains is so intense and so universal as it is this year, and where stocks have been depleted by several successive harvest failures.

8. Import and export of food-grain.

The imports and exports for those districts where they have been registered are shown below as compared with those of the previous month :—

| District. | IMPORTS | | EXPORTS | |
|------------|---------|--------|------------|------------|
| | March | April | March. | April. |
| Jubbulpore | 56,855 | 47,446 | 85,961 | 71,978 |
| Saugor | 4,237 | 26,012 | 5,878 | 595 |
| Mandla | 3,000 | 5,000 | <i>Nil</i> | <i>Nil</i> |
| Seoni | 8,744 | 16,124 | 4,056 | 6,126 |

The large exports from Jubbulpore still continue, but the amount exported was not quite so large as in the preceding month. So far, in Saugor, the exports of each month have exceeded the imports, but now, as the Deputy Commissioner points out, "the tide has definitely turned," exports are merely nominal while import exceeded 26,000 maunds. No reliance can, I fear, be placed on the Mandla figures which are mere estimates. I should incline to put the imports into this district at a much higher figure.

9. General condition and prospects of the affected areas.

On this subject the Deputy Commissioner of Jubbulpore remarks as follows :—

"The health of the people is steadily improving. The relief operations in progress are gradually producing this effect, and the advent of the *mohwa* crop has conduced greatly to the same end. Cattle are in good condition. It is the general opinion, especially in the northern part of the district, that only the worst of the cattle have been killed off for their hides. I believe that this is to a great extent the case and that the famine has thus been productive of a certain amount of good, in getting rid of the more useless of the village stock. The organization of the relief works both under Public Works and District Agency is being improved. There are, however, individual cases where much remains to be done in this respect. The proposed introduction of the piece-work system will, it is hoped, be useful in this direction."

I may add that the *mohwa* crop in this district has been a distinctly good one, averaging some 12 to 14 annas. The Deputy Commissioner of Saugor remarks :—

"I spoke last month of the *rabi* harvest. It was undoubtedly a poor one and has done but little towards ameliorating the material condition of the people generally, though individual cultivators here and there have fared well. The *mohwa* crop which has been gathered during the past month was on the whole good. Conflicting accounts used to reach me from time to time as to its quality. It was late in coming to maturity, and thus

circumstance had first led many to think that it was never coming at all. Then a too sanguine view was taken of it. Finally, when it was damaged by cloudy weather, the damage was immensely exaggerated. The Superintendent of Land Records estimates that it was an 8-anna crop. I believe myself that this estimate is pitched too low. Any how there can be no doubt that the crops has proved a great boon to the poorer classes. But no substantial improvement in the situation can be looked for till the rains have been established and the earlier food crops have been gathered."

The Deputy Commissioner of Damoh observes that the *mohwa* crop was a very fair one and has proved a useful addition to the food supply of the people. Moreover, the extensive measures of relief which have now been in operation for some time past have done much to diminish distress. The failure of crops in this district has however been more severe and less redeemed by local exceptions than in other districts, and the resources of all classes, malguzars and tenants alike, have been almost entirely exhausted. There is a universal demand for loans for cattle and seed grain, and, without extensive help of this kind, the recovery by the district of anything like its former prosperity will be impossible. The result of my recent visit to Damoh leads me to agree in this view of the situation there. Damoh seems to me to be more exhausted and impoverished than any other district in the division and in this opinion I find that experienced residents of Jubbulpore, who are acquainted with the circumstances of the other four districts, agree.

The *rabi* harvest here was, with the exception of a few isolated villages, very poor, and no real improvement in the situation can be expected until the autumn crops are reaped.

In Mandla there has been no change in the situation as reported last month, *mohwa* is not important here and affords no extensive relief.

In Seoni the *mohwa* crop, though considerably damaged by cloudy weather, has given perceptible relief. Ploughing for the early sowings is in active progress, and it is reported that 3-5ths of the normal *khari* area have already been ploughed. The great need now in all districts is either seed for the June sowings or money to buy seed. The only seed grain of which a real deficiency of stock is reported, is *kodo* and *kulki* of which the crop last autumn was very scanty; which is sown by the poorest agriculturists and which has, in consequence, been largely eaten by them for food. Great efforts have been made by the Deputy Commissioner of Mandla to obtain this seed which is very largely sown in his district. Letters have been written to all districts where such crops are grown and agents have been sent out to the adjacent Native States to attempt to effect purchases. So far, however, no stocks have been met with and there seems some reason to fear that the full area usually occupied by this crop may not be sown. But it is not impossible that, even now, small stocks are being kept back, either in view of urgent personal necessity at sowing time or in anticipation of an even higher price being obtainable as the monsoon approaches, several cultivators whom I questioned on the relief works in Mandla, at first entirely denied having any stock of seed laid by, but further and more detailed enquiry showed that they had in reality laid by some little store. This may be the case in many instances. Except as regards these lesser millets the demand is not for seed but for the money to purchase seed and plough cattle. For this purpose the Chief Commissioner has placed five lakhs of rupees at my disposal for allotment for agricultural loans.

This has been distributed as follows :—

| | Ru. |
|------------|----------|
| Jubbulpore | 1,50,000 |
| Saugor | 50,000 |
| Damoh | 2,00,000 |
| Mandla | 60,000 |
| Seoni | 30,000 |

These amounts will be largely supplemented by grants made to necessitous cultivators from the Indian Famine Charitable Relief Fund, and it is hoped that with this liberal aid from these two sources, a considerable area of *kharif* land may be sown and the cattle purchased which are necessary for ploughing it

Careful instructions were issued early in April as to the methods to be followed in maturing proposals for the suspension or remission of the *rabi* land revenue instalment. For Damoh and Seoni detailed proposals were submitted during the month. In Damoh the whole of the *rabi* instalment except Rs. 15,607 has been remitted while in Seoni Rs. 38,270 have been suspended out of a demand of Rs. 1,16,752.

In the other districts the detailed examination of the statistics of each village which has been ordered has entailed delay. But it is hoped that the proposals will be submitted and sanctioned within the next week or so.

10. Changes in the rate of wages.

In Saugor the rate of wages was raised during the month, the basis of calculation being a rate of $8\frac{1}{2}$ seers per rupee for the staple food grain. In Damoh wages are still fixed on a basis of 10 seers for the rupee which is now too low. The Deputy Commissioner is being written to on the subject. In other districts there has been no change in the rate of wages and none is called for at present.

11 Railway work.

The numbers employed on the Saugor-Katni extension of the Indian Midland Railway at the end of March and April respectively are shown below —

| | 27th March | 24th April |
|-----------------|---------------|---------------|
| Jubbulpore | 3,935 | 3,921 |
| Saugor | 7,238 | 7,561 |
| Damoh | 12,214 | 13,090 |
| TOTAL | 23,387 | 24,572 |

12. General remarks for the division.

(a) *Situation with regard to famine.*—The following is a comparison of numbers in receipt of the aggregate Government relief at the end of March and April respectively :—

| Name of relief | 27th March | 24th April |
|--|-------------------|------------------|
| | Numbers relieved. | Numbers relieved |
| (A) WORKS. | | |
| 1. Public Works Department | 100,044 | 95,663 |
| 2. Under Civil Officers | 52,310 | 56,497 |
| | 152,354 | 152,160 |
| (B) GRATUITOUS RELIEF | | |
| 1. In poor-houses | 7,817 | 8,181 |
| 2. Other gratuitous relief including that of dependants on works | 57,442 | 60,724 |
| | 65,259 | 68,905 |
| | 217,613 | 221,065 |

The increase in the total number has not been so great as I had anticipated. This is partly due to the numbers on Public Works Department works in Saugor having previously been considerably overstated, but is also to be ascribed to the gathering of *mohwa* which has taken away some thousands from the works into the forests, and also to outbreaks of cholera which generally lead to a stampede and to the very rapid diminution of numbers on any work where the disease breaks out with any violence. The fluctuation under the several other heads has already been discussed in the earlier part of this report.

(b) *Measures taken to organise and complete measures of relief*—It was remarked in last month's report that the arrangements for famine relief in this division may now be considered as complete, all that is necessary being constant and rigid supervision, and prompt arrangements to meet any local distress. During the month active preparations were being made for securing effective relief during the monsoon months. Schemes of relief for Mandla, Seoni, and Jubbulpore were decided on. Office buildings and workers' huts are being built or improved so as to give adequate shelter from rain and the poor-houses are being improved and partly reconstructed so that the weakly inmates may not suffer when the monsoon sets in. Moreover, special arrangements have, as already noticed, been made for the supply of food during that season in the Mandla district.

(c) *Prospects of the division as regards the scarcity*.—Under this head I can only repeat, with one slight alteration, what I wrote last month :—

"The *rabu* crops having been gathered in, no marked change in the situation can be anticipated at present. Numbers will probably increase during the current month and increasing exhaustion of stocks in *kharyf* areas must make distress more acute. The gathering of the *mohwa* crop has formed a most useful addition to the food supplies of the people and, especially in remote tracts, should improve the general health and tend to diminish the death-rate."

I would add, however, that the increasing heat will make adequate shelter more necessary, will tell on the old and weakly, and will probably also raise the death-rate.

NAGPUR DIVISION.

1. *Private Relief.*

Balaghat.—Subscriptions are collected for the Balaghat, Katangi and Baihar poor-houses. Rs. 299 were spent during the month on the Balaghat poor-house from subscriptions, the balance from Government funds. There are no private institutions. In Baihar 20 or 30 orphans are being maintained by the Revd. J. Lampard.

Bhandara.—The Charitable Relief Committee is now in fair working order. There have been no changes. Detailed reports and accounts are submitted direct to the Committee at Nagpur.

Chanda.—The subscriptions amount to Rs. 2,495-4-2 and are to be devoted principally to the relief of destitute tenants. Nothing has yet been spent. The method of expenditure is under consideration.

Nagpur.—A new poor-house has been opened at Umrer. The District Charitable Committee are doing good work. Relief is afforded to destitute families and to the needy, selected by the Committee. Experimental measures have been started for assisting the weavers of Nagpur, selection has been made of fit recipients for the money given for seed and subsistence.

2. *Poor-house relief.*

Balaghat.—No new houses opened. The number of men, women and children in the three poor-houses now in existence was 1,041 in April, against 1,634 in March. The decrease is said to be due to a number having been sent away to relief works, to several going away to pick *mohwa*, and to the institution of village relief.

Bhandara.—The poor-houses remain the same. There was a slight increase in numbers, most noticeable at Gondia.

Nagpur.—A considerable reduction in numbers is reported in the Nagpur poor-house owing to stricter enforcement of the code ration, but great care is taken to avoid severity. The outbreak of cholera at Chorbaoli led to a sudden increase in the numbers at the Kamptee poor-house, which, however, is now being closed, as the inmates can be more economically provided for in the Nagpur poor-house.

3. Village Relief.

Balaghat.—There are 86 persons gratuitously relieved, and 10 on light labour in the four relief centres at Lalbarra, Hatta, Kirnapur and Bala. There is an increase in the number of persons relieved at their homes, owing, it is reported, to all villages being now under supervision. It is thought the numbers will rise still higher. All the Kotwals in the ryotwari and a large number of those in the malguzari area are in receipt of relief.

Bhandara.—Twelve Revenue Inspectors are engaged in the work. The number relieved has largely increased. Children's kitchens, it is said, continue to do good work, and starving wanderers are relieved by the Police, and sent to poor-houses or relief works.

Chanda.—The Deputy Commissioner writes: "The village gratuitous relief started in the Courts of Wards estates is not shown as a famine charge. The number receiving relief is 49 and their condition is satisfactory."

4. Relief Works.

Balaghat.—There are three roads and five tanks on which work is going on, giving employment to 43,427 people. Of these five tanks, two are new (the Saregaon and Alua) and are under the Public Works Department, in the Bahar Tahsil, for ryotwari villages. On two of the roads the camps become unmanageably large, so a third camp had to be started on each road.

Bhandara.—No new works opened during the month. The number of labourers on the works in existence rose from 10,763 to 11,173. In addition to the above, 1,851 persons were relieved gratuitously. There was a steady decrease in numbers since last month up to the week ending 24th April, when there was a sudden rise. This was owing to the *mokwa* season which is now practically over, and a considerable rise is expected during the current month.

Chanda.—The only works taken in hand consist of repairs to 212 tanks, started partly with the aid of Famine loans and of loans under the L. I. Loans Act aggregating Rs. 17,565. Including ryotwari, malguzari and zamindari tanks, it would appear that 11,304 men, women and children were employed on tank work on the last Saturday of the month, but no very precise details have been given.

Nagpur.—Full details are given in Statement D attached to the District Return. A new camp opened at Metpanra, at the beginning of the month employs now about 2,500 people. The camp at Chorbaoli increased very rapidly to 6,000 and was shifted in consequence of cholera to Mansur. The camps round Nagpur are said to be in very good order. I have seen them all and can confirm this opinion. The piece-work system which worked well at Telinkber is being extended. The camp at Umrer remains small, owing, the Deputy Commissioner thinks, to the large amount of *taccari* given in this tahsil. Rs. 30,000 were distributed in famine loans, as per details in statement DI, but no particulars have been given as to the number of works being carried out with the aid of these loans. Most of them are however in the Umrer Tahsil.

Waridha.—Work has just started (24th April 1897) in this district on the Arvi Ashti road. Writing on the 7th May the Deputy Commissioner states the numbers have gone up to 4,700. It has been arranged for the work to be done on the piece-work system.

5. *Physical condition of the people.*

Balaghat.—As regards those in receipt of gratuitous relief the Deputy Commissioner writes : “These are of course the worst people who have stuck to their villages and refused to leave. Some of the people I have seen have become terribly emaciated.” Those “on works” are said to be in good condition, and there were no cases of emaciation amongst those in “distressed tracts.” Cases of emaciation are becoming comparatively rare, owing to the village relief system.

Bhandara.—In the Powni Chauras, and Haveh and a portion of the Sakoli Tahsil, the condition of the people is said to be normal, but the Koshtis and other artizans of Powni are reported to be “hard up” The condition of the people on relief works is good as also of those in receipt of village relief. There were cases of emaciation in poor-houses, especially at Gondia.

Chanda.—The condition of the people as a whole is satisfactory, and the Deputy Commissioner reports that he has not come across any cases of emaciation caused by starvation.

Nagpur.—The general condition of inmates of the poor-house is said to be good, and of those on works “very fair.” I noticed, however, a few cases of emaciation in the poor-house at a recent visit, but they were almost invariably found to be wanderers from Balaghat and Bhandara. Male weavers, it is reported, at all camps look pulled down, and never approach a D task. Their women and children however look well. Cases of emaciation at all camps are very few, and even these are chiefly people who travelled very long distances in search of work. In distressed tracts visited by the Deputy Commissioner no cases of emaciation were found—great relief is said to have been experienced during the month from the *mohwa* and *char* produce. It is reported that many have stored up *mohwa* for consumption during the rains.

Wardha.—As work has only just started in this district, it would be well, perhaps, to quote the Deputy Commissioner’s own words—“fairly good on the work, said to be deteriorating in the affected area, cases of emaciation are noticeable among the poorer classes in that area. Relief works are necessary for them.” I am writing to the Deputy Commissioner on the subject.

6. *State of crime.*

Balaghat.—Reported to be much the same and offences against property above normal.

Bhandara.—Some increase in petty thefts and cattle lifting, but no cases of serious crime.

Chanda.—Increase throughout the district, principally thefts of small value.

Nagpur.—A note by the District Superintendent of Police gives details. Compared generally with last year there is an increase, due, it is said, to high prices. Compared with last month (March) there is a decrease in thefts owing to grain being better guarded.

Wardha.—No remarks.

7. *Deaths from Starvation.*

Balaghat—Details will be found in the mortality return attached. 13 deaths are reported against 48 in last month. The deaths in poor-houses are all said to be due to debility caused by privation.

Bhandara—The deaths shown in column 16 of District Statement A relate to the preceding month, March. The special mortality return for this District for April prescribed by Secretariat letter No. 1400, dated 31st March last, has been received this day, and it shows deaths from starvation at 16, 7 in towns, and 9 wanderers found dead on or near lines of traffic.

Chanda.—One death is reported in the Warora Dispensary, but enquiry as to its real cause is being made.

Nagpur.—Statement E attached shows 7 deaths from starvation outside the poor-houses, and a reduction of 15 compared with the previous month, said to be due probably to the *mohwa* crop. Four deaths all of one family are reported from the Nagpur poor-house. Two deaths from diarrhœa and two from dysentery at the Kamptee poor-house are attributed to privation.

Wardha.—The special mortality returns for this district for April have been this day received. The figure as entered in column 16 of District Statement A, has apparently been taken from the above return. Of the 10 deaths from starvation three were in towns, and seven were wanderers. It should, however, be noted that while the special mortality return is for the whole month of April, the Deputy Commissioner's Statement A embraces the period 28th March to 24th April.

8. Changes in rates of wages.

Balaghat—A rise is reported from 8 to $7\frac{1}{2}$ seers in Balaghat and 7 in Bahar and is expected to be much higher during the rains.

Bhandara—Wages were paid at the rate of 9 seers, but since then sanction has been accorded to payments being made at both camps on the Gondia-Arjuni road at the 8-seer rate.

Chanda.—No information has been furnished.

Nagpur.—Wages at Mansur are paid on the 8 seer basis, which will remain the same, until the cholera scare abates. The Deputy Commissioner promises to submit a separate report on this subject.

Wardha.—No changes. Basis of wages $9\frac{1}{2}$ seers per rupee.

9. Foodstocks.

Balaghat.—Reported as depending now entirely on imports. Transport is becoming a difficulty.

Bhandara.—Fairly sufficient, but a contract for the supply of grain for one relief work has had to be given.

Chanda.—Food supply adequate.

Nagpur.—Ample, but grain, especially *juari*, does not come readily to the market.

Wardha—Sufficient, *rahi* seed stock, the Deputy Commissioner reports, is insufficient and causing some anxiety.

10. Imports and exports.

Balaghat.—The Deputy Commissioner considers this the most serious question in his district. He is endeavouring to place Rs. 60,000 seed grain in Bahar before the rains.

Bhandara.—From the weekly statements it would appear that grain stocks within the district are becoming exhausted, but, notwithstanding this, the Deputy Commissioner is of opinion that private enterprise will not fail in replenishing the stock.

Chanda—800 maunds of grain were imported and 5,000 exported.

Nagpur.—A statement L is attached giving details. 59,895 maunds of grain were imported, and 22,199 exported by rail during the month, the latter chiefly to Jubbulpore, Amraoti, Khangaon, Bhusawal, Murtuzapur, etc. The imports and exports by road were 62,876 and 7,032 maunds respectively.

Wardha.—The imports and exports were 10,000 and 1,600 maunds respectively.

11. *General condition and prospects.*

Practically much the same as last month, the remarks of the Deputy Commissioner, Bhandara, "the prospects of the future depend on a timely monsoon, and the provision of sufficient seed grain to enable something like the normal area to be sown," may be held to apply generally to all districts. From Chanda it is reported that there is no actual distress, but that privation and scarcity exist, owing to the very high price of food grains. In Balaghat over a lakh and three-quarters has been given for seed grain *taccavi*, and if all this is procurable, it is expected that three-fourths of the cultivated area will be sown. The Deputy Commissioner observes that a good monsoon is absolutely necessary to save the District.

No. 536-C, dated the 14th May 1897.

From L. K. Laurie, Esq., I.C.S., Commissioner, Nerbudda Division, to the Chief Secretary to the Chief Commissioner, Central Provinces.

I have the honor to forward herewith consolidated statements A and B, for the districts of this division for the four weeks ending Saturday the 24th April. I also send the district officers' notes and the prescribed memorandum. The delay in the submission of this report is due to the Nimar returns having only come to hand to-day

2. The following abstract compares the number of persons employed on relief works as now reported with the number shown in last month's statement :—

| District. | No of workers on 24th March. | No of workers on 24th April. | Difference |
|-------------|------------------------------|------------------------------|------------|
| Hoshangabad | 46,256 | 38,521 | -7,732 |
| Narsinghpur | 36,040 | 22,770 | -13,270 |
| Betul | 8,648 | 8,019 | -629 |
| Chhindwara | 8,214 | 12,449 | + 4,235 |
| Nimar | 78 | 139 | + 61 |
| Total | 99,236 | 81,901 | -17,335 |

The increase in Nimar is trifling and may be disregarded. The increase in Chhindwara is partly due to the opening of a new camp at Delakhari on the Matkuli-Chhindwara road to which workers from two camps on the Piparia-Pachmarhi road and were transferred. This transfer accounts for the decrease in Hoshangabad.

In Narsinghpur the falling-off in numbers is caused by the flight of workers (including many immigrants from Bhopal) from the Birman-Tendukhera, Saugor-Kareh, Gadarwara-Sankhera and Narsinghpur-Lakhmadon-roads, under the influence of panic caused by the appearance of cholera. Cholera also showed itself on two of the works in the Betul District and checked the increase in numbers there.

The gathering of the *mohwa* crop withdrew many persons from the works in the first fortnight of April. But in the latter part of the same month most of those who had absented themselves for this purpose returned to the relief camp : and the figures for the week ending May 1st show that in Hoshangabad and Betul the ground lost has been recovered, while in Chindwara there has been a further increase.

3. The figures for dependants and non-working children show a decrease of about 30 per cent. (as compared with a decrease of about 17 per cent. in the number of works) :—

| District. | No of dependants on 27th March | No of dependants on 24th April. | Differences. |
|-------------|--------------------------------|---------------------------------|--------------|
| Hoshangabad | 9,967 | 8,589 | -1,378 |
| Narsinghpur | 8,215 | 2,952 | -5,263 |
| Betul | 837 | 1,317 | + 480 |
| Chindwara | 1,375 | 1,418 | + 43 |
| Nimar | 14 | 38 | + 24 |
| Total | 20,408 | 14,314 | -6,094 |

The greatest decrease occurred in Narsinghpur where the number of dependants was proportionately highest and where cholera, as has been stated, caused a panic. The result is that in that district the percentage of dependants has fallen from 23 to 10 per cent. and the divisional percentage has gone down from 20½ to about 18 per cent. The highest percentage is in Hoshangabad where the figure is 22, or about the same as last month

4. The poor-house population shows a decrease of 203 due chiefly to the reduction in numbers in the Narsinghpur District. The number of deaths in the poor-house at the head-quarters of that district was 114 :—

| District. | No of inmates on 27th March | Poor-houses on the 24th April. | Difference. |
|-------------|-----------------------------|--------------------------------|-------------|
| Hoshangabad | 770 | 830 | + 60 |
| Narsinghpur | 1,819 | 1,546 | -273 |
| Betul .. | 308 | 289 | - 19 |
| Chindwara | 270 | 274 | + 4 |
| Nimar ... | 136 | 161 | + 25 |
| Total | 3,303 | 3,100 | -203 |

5. The number of persons fed at Police Stations and at relief kitchens on road works has not been reported for the Hoshangabad and Chindwara Districts. For other Districts the details are as under—

| | | |
|-------------|----------|-----|
| Narsinghpur | .. .. . | 350 |
| Betul | ... .. . | 16 |
| Nimar | ... .. . | 23 |

6. The statistics of village relief are as under .—

| District. | NUMBERS RELIEVED ON | | Difference |
|-----------------------|---------------------|------------|------------|
| | 27th March. | 24th April | |
| Hoshangabad | 403 | 1,637 | + 1,234 |
| Narsinghpur | 378 | 429 | + 51 |
| Betul | 1,104 | 1,375 | + 271 |
| Chhindwara | *1,589 | 1,603 | + 14 |
| Nimar | 81 | 127 | + 46 |
| Total | 3,555 | 5,171 | + 1,616 |

* Including persons (1,388) relieved at "distributing centres" in jagirs

There has thus been a general increase in the numbers relieved, the rise being most marked in the Hoshangabad District where a considerable amount of pains has been taken to ensure that the village registers contain the names of all persons who are really in need. With the completion of the harvest many cripples who earned a livelihood as watchmen, &c, were left without resources, and their names have now been brought on the lists. The number of persons in receipt of village relief in the Narsinghpur District is still disproportionately small, and I have applied for the services of a special officer to assist in checking the registers.

7. The death rate was excessively high in the Narsinghpur District, where, according to a telegram from the Civil Surgeon, the deaths in April amounted to 3,004. Details are as under—

| | | |
|-------------------------|-------|---------|
| Fever | 1,003 | deaths. |
| Bowel complaints | 327 | " |
| Cholera | 1,322 | " |
| Small pox | 16 | " |
| Starvation | 4 | " |
| Other causes | 332 | " |

More than half the mortality was thus due to cholera and bowel complaints

The death rate was also high (51.6 per mille per annum) in the Betul District owing to a sharp outbreak of cholera which occurred at the relief camp at Kheri. Coolies running away to their homes from the camp spread the disease to other villages. The above rate is taken from the Civil Surgeon's monthly return, as the Deputy Commissioner has given the figures for March only. The same return shows the deaths from starvation as 6. The mortality was less than in March and was only slightly in advance (1,391 deaths as compared with 1,344) of the mortality in April 1896.

Next in order comes Nimar with a death rate of 45.6. The mortality in April was 1,109. There were 55 deaths from cholera. The Civil Surgeon's telegram from which this information is taken does not give the deaths from starvation. The Deputy Commissioner's figure (16) is for March. In Hoshangabad the death-rate for April is 35.1 per mille per annum. The figures given by the Deputy Commissioner and by the Civil Surgeon correspond. The mortality in the corresponding month of 1896 was higher, being at the rate of 41.7 per mille per annum. The analysis made by the Civil Surgeon shows that in two circles the Singanama and Kesla outpost circles, the death-rate was as high as 111.9 per 1,000 and 82.8 per 1,000 respectively. The population in these circles consists largely of Gonds, and Dr. Price is of opinion that the excessive mortality is due partly to fever and partly to diarrhoea caused by consuming undried *mohwa* in the absence of more wholesome food. In both these circles there is a relief work and village relief. Deaths from starvation number 81, of these 27 deaths occurred in the Timurni station house circle, and 16 in the Bankheri

station house circle Enquiry is being made as to the reason why these circles show so badly in this respect. The Deputy Commissioner notes that he is sceptical as to the accuracy of the figures.

Passing to the Chindwara return I find that the Deputy Commissioner has given the figures for March only The Civil Surgeon's return for April shows 915 deaths which on a population of 407,000 gives a rate of 26.4 only per mille per annum. Deaths from starvation numbered 28.

8. The number of relief camps or charges under the management of the Public Works Department which were open during the month was as under.

| District | Number of charges | Names of works | Increase or decrease |
|--------------------------------|-------------------|-------------------------------------|----------------------|
| Hoshangabad | 8 | 1 Babai-Bagra road | } - 1 |
| | | 2. Itarsi-Dhar road | |
| | | 3 & 4 Harda-Dekha road (2 charges) | |
| | | 5 Semri-Barkach road | |
| | | 6 Hotwas-Bankheri road . . . | |
| | | 7 Bankheri-Dudhi road . . . | |
| | | 8 Semra Sohagpur .. | |
| | | Narsinghpur |  | 6 | 1. Gadarwara-Samikhera road | } + 1 |
| 2 Birnham-Tendukhora road | | | |
| 3. Narsinghpur-Leakhnadon road | | | |
| 4 Narsinghpur-Sankal road | | | |
| 5 Old Bombay road (at Kareh) | | | |
| 6 Narsinghpur-Chindwara road | | | |
| Betul | 3 | 1 Shapur-Dhar road . . . | } |
| | | 2 Betul Elhchpur road | |
| | | 3. Badnur-Hurda road | |
| Chindwara | 3 | 1, 2 Matkul-Chindwara road | } + 1 |
| | | 3 Chhindwara-Narsinghpur road . . . | |
| Nimar | 1 | 1 Khandwa-Mohghat road . . . | |
| | 21 | | + 1 |

In the Hoshangabad District two charges (Pagara and Matkul) were transferred to the Chindwara District, the workers being distributed between two camps on the Matkul-Chindwara road (one of these being a new one). The Harda-Handia road was completed and the workers formed into a second charge on the Harda-Dhekna road. A new charge was opened at Semri, on the Bombay road. The work at Panari (on the Pachmarhi road) was transferred to Bankheri and the work at Bagdeo (on the Itarsi-Dhar road) to Kesh. The Piparia Sandia charge moved on to the Bombay road, at Hatvas.

In Narsinghpur work on the Saugor-Kareh road was closed and two new works were opened—one on the Bombay road at Kareh and one on the Narsinghpur-Chindwara road.

In Betul and Nimar there was no change. In Chindwara one more charge was opened at Delakhari on the Matkul-Chindwara road. The net result

is an increase of one charge, the total number of charges under the Public Works Department standing at 21.

Of charges under Civil Officers there were the following :—

| | | |
|----------------------|---|---|
| Hoshangabad District | { | (1) A village work (tank) at Sobhapur. |
| | | (2) A small work (improvement of public garden) at Hoshangabad |
| Chindwara District. | { | (3) Mureth-Bhatoria road. |
| | | (4) Tama tank (from Court of Wards funds). |
| | | Of works being constructed by <i>jagirdars</i> and <i>malguzars</i> with the aid of Famine loans, there were the following :— |
| | | Harrai tank. |
| | | Dhanora tank. |
| | | Gorpani tank. |
| | | Small local works in the Narsinghpur and Betul Districts (number not specified). |
| Nimar District. | | Punasa tank. |

9. Turning now to the subject of General Orders issued during the month with a view to the alleviation of distress or to the more complete organization of existing measures of relief, I may note that proposals were submitted with this office letters No. 3544, dated 2nd April, and 460-C, dated 26th idem, for the suspension of part of the June instalment of Land Revenue in the Hoshangabad District and of the whole of the June instalment in the Narsinghpur District. These proposals were sanctioned in your letters No. 580-C, dated 9th April and 774-C, dated 3rd May. In Revenue Department letter No. C-648, dated 16th April, sanction was accorded to the appointment of three additional *tahsildars* in the Hoshangabad District and one each in the districts of Chindwara and Betul. For the Narsinghpur District two additional *tahsildars* had been previously sanctioned. In Revenue Department letter No. 715-C, dated 24th April, the appointment of eight additional revenue inspectors was sanctioned. The aim of these appointments was to increase the staff available for supervising village relief and the distribution of *taccavi* advances.

In my letter No 363-C, dated 8th April, I called the attention of all Deputy Commissioners to the need for studying the question of the supply of seed grain to cultivators. I am glad to state that the replies received give satisfactory assurance on the subject of the stocks available to meet the demand for sowing purposes : and it will not, it seems, be necessary to take any special steps in the matter. In Revenue Department letter No. 601-C, dated 12th April, the Chief Commissioner informed me that the rate of interest on seed grain advances to *malguzars* engaging to supply their tenants with grain might be reduced from 6½ to 5 per cent., and this concession has since been extended at my request to *patels* in *ryotwari* villages (Revenue Department letter No. 789-C, dated 5th instant).

In my circular letter No. 410 C, dated 13th April, the attention of all district officers was drawn to the need of carefully revising the village registers of poor in view of the fact that with the close of the *rabi* harvest many infirm persons who had earned a subsistence in watching crops would be thrown out of employment.

10. Food stocks are said to be sufficient except in the Betul District, where, however, the import trade will, it is anticipated, meet all-requirements. Prices are slowly rising. The effect of the gathering of the *mohwa* crop on the numbers on relief works was transient and brief. Had it not been for cholera, the numbers on relief works would probably by this time have regained the total of last month. The ploughing season is now commencing and a small proportion of the workers will be drawn off thereby. There has been some delay in carrying out the census of cultivators referred to in last month's report owing to Deputy Commissioner's being in camp when the Secretariat orders were received : and it is not therefore possible to hazard a guess as to the number of persons who will go off to the

ploughing. I incline to the belief that by the end of May, if cholera is not very prevalent, the numbers on relief works in this division will once again exceed 90,000 and may touch 100,000.

NERBUDDA DIVISION.

1. Private Relief.

Narsinghpur.—The total number of persons relieved by private charity in this district during the month of April was 66 at a cost of Rs. 99-15-3. Rai Bahadur Seth Tikaram continued to feed the needy persons in the town of Narsinghpur. There are not private institutions for famine relief in the district. The money allotted to this district by the Provincial Charitable Relief Fund Committee will very likely be distributed to the really destitute tenants in the current month, for seed grain and plough cattle.

Chindwara.—The gratuitous relief dispensed by private persons in the town of Chindwara was stopped at the beginning of the month for want of funds. The Municipal Committee were thereupon called on to submit a list of persons entitled to government relief under section 34 of the Famine Code.

This list was submitted on the 24th of April and was approved of by me.

In future, therefore, the relief will be administered from Government funds.

Betul.—No subscription was raised in the district for private relief during the month.

Out of the amount previously raised Rs 410-5-3 were spent in the relief of persons in municipal towns and 255 persons were to be relieved compared with 106 persons in the previous month.

Nimar.—Rs. 190 subscribed by private persons was distributed in relief at a "kitchen" by a committee. Private funds are now exhausted.

2. Poor-House Relief.

Hoshangabad.—The poor-houses at Hoshangabad and Sohagpur remained open during the month and a third was opened at Harda. The number of inmates has risen from 770 on the 27th March to 830 on the 24th April. The condition of the older inmates has been on the whole fair, but the new comers have generally been in very poor condition. In the Hoshangabad poor-house there were 66 deaths during the month on an average population of 414, and at Sohagpur 17 deaths on a population of 419, and at Harda 7 deaths on a population of 75. The high death-rate was due to a sudden outbreak of diarrhoea brought on by the use of new wheat for food.

Narsinghpur—There were as before three Government poor-houses at Narsinghpur, Gadarwara and Chindwara. The number of inmates on the date of the report (*i.e.*, 24th April 1897) in each of these institutions was respectively 676, 684 and 186 being an aggregate of 1,546. On the last day of the preceding month the numbers were: Narsinghpur, 944, Gadarwara, 727, and Chindwara, 148—total 1,819.

Chindwara.—The number of poor-houses remains the same and there has been little change in the numbers of inmates. On the 24th April the numbers in the Chindwara and Amarwara poor-houses were 160 and 114 respectively, the corresponding figures at the close of last month being 160 and 109. The majority of persons admitted are wanderers from other districts and from the *jughirs*.

Betul.—The one poor-house in this district is situated at Budnur and the number of inmates on May 5th was 277 as compared with 296 on April 5th.

Nimar.—There are poor-houses at Khandwa and Burhanpur. Number of inmates at close of April was 161 against 136 at close of March.

3 Village Relief.

Hoshangabad.—The organisation of village relief has been thoroughly overhauled and greater relief given. Mr. Toulmin in Sohagpur, Mr. Greany in Harda and Seoni, and Lieutenant Moore in Hoshangabad, have all orders to pay special attention to this branch of relief. At the close of the month 1,637 persons were in receipt of relief in their homes. All the lists have not yet been thoroughly checked and the number requiring relief in this form will probably rise still higher. The police during the month sent 241 persons to the poor-houses and 245 persons to the relief works.

Narsinghpur.—There were 21 relief centres at the police station houses and outposts. The number gratuitously relieved at these centres on the last day of the period under report was 350, as compared with 213 in the preceding month. No regular works were open at any of these centres. The number of persons relieved in their homes was 429, as compared with 378 in the previous month.

Chindwara.—The number of persons to whom relief was given at the 15 distributing centres (situated in the *jayirdaris*) increased from 1,388 on the 27th March to 1,398 on the 24th April.

The number of persons relieved in their homes was 205 as compared with 201 in the previous month. This form of relief has now been extended to the Mureth Revenue Inspector's circle in the Chindwara Tahsil and on the last day of the month under report was started in each municipal town of the district.

Betul.—16 persons were fed at four "relief centres." The Deputy Commissioner does not say anything about these centres, but I believe that there are kitchens at relief camps or police stations and are not regular relief centres. The number of persons on the village relief registers was 1,120 as compared with 1,104 in the previous month.

The system of the distribution of relief to persons in their homes has been described in previous reports.

Nimar.—Two new relief centres opened in the forest for the relief of Gonds and Kotwars, making three in all. Attendance on 24th April was 41.

4. Relief Works.

Hoshangabad.—The scheme of relief works under the Public Works Department was considerably altered at the beginning of the month owing to completion of works and the necessity of removing the workers off the Pachmarhi Road.

Two charges with a total of 7,226 persons passed out of the district into Chindwara. The Piparia-Sandia charge moved on to the old Bombay Road at Hatwas and the Panari charge to Bankheri.

The charge on the Semri-Bharkoch Road had grown so large that half of it was formed into a new charge on the Semri-Sohagpur section of the old Bombay Road.

Babai-Bagra charge remained unaltered.

There were thus five charges during the month under the Public Works Department *East of the Tawa* and there was also a small village work at Sobhapur.

In the Hoshangabad Tahsil, west of the Tawa, work continued on the Itarsi-Betul Road, but the camp was moved to Kesla.

There was also a small village work at Hoshangabad itself.

In the Seoni Tahsil there were no works, but the Harda-Timarni-Dhekna Road with two charges on it met any demand for work that arose both in Seoni and Harda.

The work on the Harda-Handia Road was finished.

Owing to the plentiful crop of *mohua* and the supply of food thus afforded the numbers fell off rapidly during the first fortnight of the month, the lowest total reached being 41,494 on 10th April.

For about a week there was no increase in numbers, but during the last week of the month there was a large influx of labourers, the total on the 24th April being 47,113 as against 56,223 on the 27th March.

As I am unable to say how many people of the two charges which left the district have come back to works nearer their homes, it is difficult to compare the figures.

Narsinghpur.—In the second week of April two works were opened, one on the old Bombay Road (Narsinghpur and Kareli) and the other on the Narsinghpur-Chindwara Road. In the third week the Saugor-Kareli road work was closed. So there were only six large works at the end of the period under report, all being in charge of the Public Works Department.

- (a) Construction of the Gadarwara-Saunkhera Road earth-work—number on last day of the month 5,118, as compared with 9,096 of the previous month. The numbers dropped rapidly during the last few days of the month in consequence of an outbreak of cholera. The latest report showed only about 100 people on the works, so a move to Berha and Gadarwara is contemplated.
- (b) Metalling of the Barmhan-Tendukhera Road (stone-breaking)—number on last day of the month 6,720 as compared with 13,553 of the previous month.

Nearly all the Bhopal people on these works (a) and (b) have gone away.

- (c) Metalling of the Narsinghpur-Lakhnadon Road (stone-breaking)—number on last day of the month 748 as compared with 3,090 of the preceding month.
- (d) Construction of the old Bombay Road (Narsinghpur-Kareli)—number on last day of the month 2,692.
- (e) Construction of the Narsinghpur Sankal Road (earth-work)—number on last day of the month 5,082 as compared with 6,079 of the previous month.
- (f) Construction of the Narsinghpur-Chindwara Road (earth-work)—number on last day of the month 2,410.

Relief kitchens have been started on four works. Famine loans to the extent of Rs 500 were advanced to the cultivators during the month under report. Local works are under construction and 468 persons in all were employed on the last day of the period under reference.

Chindwara.—One more charge has been started on the Belgaon-Singanama Road at Delakhari, but otherwise the relief works on the charge of Public Works Department remain unchanged.

The following statement shows the variations in the numbers on each work as compared with last month's figures :—

| Name of Work. | Number on 27th March | Number on 24th April |
|--|----------------------|----------------------|
| Construction of the Chindwara-Narsinghpur Road ... | 4,040 | 4,852 |
| Metalling of the Mutkuli-Belgaon Road | 1,584 | 3,351 |

The increase is due partly to the introduction of a new charge at Delakhari on the Mutkuli-Belgaon Road and partly to people returning to the works after the gathering of the *mohua* crop.

Small works (columns 5 and 7 of Statement B) are the same as for last month. The numbers on the Mureth-Bhatoria Road increased from 1,311 on the 27th March, to 1 400 on the 24th April. The numbers on the Harrai and Tamia tank, were 1,393 and 467 respectively, as compared with 930 and 349 at the close of March, and on the 24th of April there were 986 persons employed on the tank being constructed by the *jagirdar* of Sonpur at Dhanora. The numbers on the Bhatoria Road underwent great fluctuations during the month owing to *mohwa* collection, the numbers falling as low as 98 on the 3rd of April. They have now returned to the former figure. A tank was begun at the close of the month at Gorpani by the *jagirdar* who took a loan of Rs. 2,000 for the purpose, but no returns had been received from the work for the 24th of April.

Betul.—The large works open during the month were—

- (1) Stone-breaking on the Itarsi Road near Shahpur.
- (2) Earth-work on the Badnur-Ellichpur Road near Kheri.
- (3) Earth-work on the Badur-Harda Road near Chicholi. During the month work (2) was moved at a distance of 6 or 7 miles. Owing to an outbreak of cholera in the camp, this measure was successful in stopping the disease among the workers. The numbers were as follows :—

| | On the last day of present month | On the last day of previous month. |
|-------------|--|--|
| On work (1) | 2,682 | 3,585 |
| On work (2) | 3,222 | 3,759 |
| On work (3) | 3,432 | 1,304 |
| | 9,336 | 8,648 |

The decrease on work (1) is due to numbers of labourers having left in order to pick up *mohwa* in the jungle.

The increase on work (3) is due to the return of persons who had left the work owing to an outbreak of cholera. No large works were opened during the month.

No local works were opened. Rs. 6,605 have been advanced as famine loans, mostly to the cultivators and cultivating *malguzars* for the construction of wells and small embankments. No figures are available as to the number of persons on such works.

Nimar.—There is only one relief work and the numbers employed on it are small (139 as against 78 at close of March).

5. Physical condition of the people.

Hoshangabad—On the whole the condition of the workers, except in the hill tracts round Kesla, is fair, and I noticed few cases of emaciation. Only 48 deaths occurred during the month on relief works.

Narsinghpur—The general condition of the people on the works is good, except on the Barmhan Tendukhera work. This work has suffered severely from cholera and many people ran away from it although they had very little to fall back upon for their maintenance. The general physical condition could not be said to be very reduced.

Chhindwara.—During the month the Deputy Commissioner inspected all relief works in the district, except that on the Bhatoria-Mureth Road and visited 14 out of the 15 distributing centres in the *jaghirs*.

The absence of village starvelings, even in the most distressed parts, was very satisfactory. There were of course certain number of emaciated persons at the centres, but the object of these institutions appears now to be understood, and starving skeletons are no longer to be found hanging about the out-skirts of villages. The *mohwa* crop has turned out better than was at first anticipated and has done much to ameliorate the condition of the people. The health of relief workers is good and the majority of workers are robust and strong.

Nimar.—The physical condition of the people is generally fair.

6. Deaths from starvation.

Hoshangabad.—There was a slight outbreak of cholera at Hoshangabad and another in the South-west of the district near Damipura, and a few cases of small pox. The death-rate per 1,000 for the whole district during April was 35.1, which is moderate.

In certain outpost circles it was, I regret to say, extraordinarily high Mutkuli circle, the worst, having a death rate of 111.9, Kesla 82.8, and Hoshangabad 57.6.

The high death-rate in the first two circles is due to fever and bad food and water. There is a relief work at Kesla itself, and the relief works on the Chundwara road are close to the Mutkuli circle. No additional relief measures are required. The Hoshangabad death-rate is due to 66 deaths in the poor-house, excluding these the death rate is only 35.1 per mille. In no other circle is the death rate above 50 per mille per annum. Eighty-one deaths are reported to have been due to starvation, but up to date reports have been received verifying only 16 of these.

Of the total reported 16 are from Bankheri and 23 from Timarni, both of which circles are specially fitted out with relief works. I am sceptical about the correctness of the figures and have called for further details. 33 deaths are reported from privation, excluding deaths in the poor-houses.

Narsinghpur.—The total numbers of deaths in March 1897 as reported by the District Superintendent of Police were 25. The total number of deaths in the district during the month of March 1897, was (a) inclusive of towns 1,480 with a death-rate of 4.03 and (b) exclusive of towns 1,245 with a death-rate of 3.22.

Narsinghpur poor-house.—There were 114 deaths, or a ratio of 130.44 per thousand. Of the 114 deaths 4 were due to want of food and 75 due to illness induced by want of food.

Gadarwara poor-house.—There were 49 deaths during the month against 73 of the previous month, having a ratio of 69.35 per 1,000. Of these 8 were due to want of food and 37 due to illness induced by want of food.

Chundwara poor-house.—There were 15 deaths against 26 in the preceding month. In this poor-house there were no deaths from want of food, but 9 were due to illness induced by want of food.

The deaths reported from starvation at the relief works by hospital assistants during the month of April were 3, and in poor houses 12.

Chundwara.—Information under this head is not yet available for April. The returns for March showed 25 deaths from starvation, including 11 deaths of wanderers found dead by the road side. The police have been asked to submit a short history of each of these cases, but the probable explanation is that the deaths reported were those of immigrants who came in large numbers from Bhandara and Balaghat for the wheat harvest and were unable to find work, 27 deaths occurred in the poor houses at Amarwara and Chindwara. In 13 cases the deceased were 60 years of age and upwards.

Sixteen cases were due to diarrhoea, 6 to debility, one to dysentery, and 2 to small pox. Only 4 deaths could be attributed directly to starvation, though in most cases death was the result of living on unsuitable food. A small outbreak of cholera caused 24 deaths in the Sansar Tahsil and small pox is prevalent in the north of the district.

The death rate for March was 2·70 for the Chindwara Tahsil and 1·96 for the Sansar Tahsil, the death rate for the district being 2·47. The month was therefore apparently more healthy than was the case in 1895-96, when the district death rates were 2·51 and 4·93 respectively.

Betul.—The death rates for March were as follows :—

| | | | | Excluding Cholera and Small Pox | |
|-----------------------|-----|----|----|---------------------------------|-------|
| Rural Circles | . | .. | .. | 73 12 | 63 69 |
| Towns | . | . | . | 44 22 | ... |
| Mulata Tahsil— | | | | | |
| Rural Circles | . | .. | . | 39 75 | 38 5 |
| Towns | .. | . | . | 34·23 | ... |
| TOTAL | ... | . | .. | 58 88 | 52 98 |

The total number of deaths reported as due to starvation was 42, but on enquiry by police officers it was found that only 14 were due to this cause.

Nimar.—16 deaths have been reported by the police as due to starvation.

7. Food stock.

Hoshangabad.—The food stocks are sufficient, but prices are rising slowly, as there is now no local supply of food to be expected till next September.

Narsinghpur.—The food stock of the Narsinghpur District is reported to be sufficient at present.

Chindwara.—Food stock of the Chindwara District is also reported to be sufficient for the time being. There is no importation of grain worthy of remark.

Betul.—The supply of food grains in the Betul District is said to be insufficient and grain is imported from Itarsi

Nimar.—Food stocks sufficient.

8. Importation of grain.

Narsinghpur.—The total imports and exports as reported in the Narsinghpur District by the station masters were 9,990 and 20,938 maunds respectively as compared with 9,299 and 31,011 maunds in the previous months. The general destination of exports is believed to be the North-Western Provinces.

Hoshangabad.—In the Hoshangabad District exports are said to have decreased still further, and only 5,186 maunds left the district during the month under report as compared with 12,460 maunds in the month previous.

Chandwara.—In Chandwara there was no importation of grain worthy of remark.

Nimar.—31,380 maunds of grain were imported.

9. General conditions and prospects of affected area.

Narsinghpur.—Village relief is being distributed in all the circles under revenue inspectors.

Hoshangabad.—The ploughing may take a few of the labourers and cultivators from the works, but there will be no great demand for labour until the monsoon breaks and the sowing of *kharij* crops commences.

Chindwara.—The resources of the people in the *jagirs* are said to be at a low ebb and even cultivators of the better class are depending entirely on *mohwa* for their food. The prospects depend entirely on the monsoon. If the rains set in early, cultivators will be able to raise crops of early *kutk* and *makka* which will make them independent of relief in August.

Betul.—The *mohwa* crop is now over. It has been a great help and supply of food to the poorer classes for the time.

Nimar.—There is no severe distress except in the jungly tracts.

10. Changes in rate of wages.

There were no changes in the rate of wages.

11. Other matters.

The number of offences reported during the months in Narsinghpur was 191, against 172 in the month previous, and 129 in the corresponding month of 1896.

In Chindwara petty crime is said to be decreasing owing to threshing operations. In Betul there has been no serious outbreak of crime.

CHEATTISGARH DIVISION.

1. Private Relief.

Raipur District.—Besides the poor-house maintained by the American Mission at Bismampur from funds raised in America, a poor-house has been opened at Sirpur by one Kapilnath Tabutdar. 566 and 73 persons respectively were relieved in these poor-houses during April. In the Dondi Lohara Zamindari, a private kitchen is maintained by the Diwan and food is served out once a day to between 80 and 100 persons. At Dhamtari a local subscription was raised and food distributed to the poor who consist chiefly of immigrants, no distress being reported from Dhamtari itself.

Bilaspur District.—About Rs. 4,850 is reported as having been collected in local subscriptions, including about Rs. 1,650 subscribed to the Indian Famine Charitable Relief Fund.

Sambulpur District.—Local subscriptions maintain a poor-house and a kitchen at Dabhra. About 200 children are fed twice daily from the kitchen.

2. Poor-house Relief.

The number of poor-houses in the Raipur and Bilaspur districts remains unchanged. The number of inmates is steadily increasing. The figures for the past three months are given below :—

| | | February | March. | April. |
|----------|---|----------|--------|--------|
| Raipur | { Raipur Baloda Drug Simga } | 1,298 | 1,859 | 2,229 |
| Bilaspur | { Bilaspur Pendra Mungeli Pandaria } | 1,988 | 2,878 | 3,476 |

Looking at the figures for each poor-house separately, it is observed that in the Pendra poor-house, the number of inmates decreased from 446 in March to 395 in April. In view of the severe distress in this part of the district, the figures require an explanation which I have called for.

3. Village Relief.

Two more relief centres are reported to have been opened in the Raipur District bringing the total up to 23. The number relieved at these centres

was 531. Village relief and town relief were granted to 1,832 and 374 persons respectively. On the subject of relief centres, the Deputy Commissioner remarks: "The working of the relief centres has not been so successful as that of most other branches of relief." I have discussed this matter with the Deputy Commissioner, who agrees with me in thinking that with the development of other forms of relief, particularly house-to-house relief in villages, and with the more efficient and systematic discharge by the police of their duties in regard to starving wanderers, it will be possible before long to close most of the existing relief centres.

In the Bilaspur District, there is only one relief centre, *viz.*, at Pendri where 25 persons were relieved. Village relief has been granted to 9,139 persons in the Bilaspur and Mungeli Tahsils including the Pendra and Pandaria Zamindaris. This form of relief has now been considered necessary in the Seornarayan Tahsil also, but the number requiring relief is expected to be small with the exception of the villages in one revenue inspector's circle.

4. General character of relief works.

In Raipur the total number of relief workers on roads under Public Works Department was 72,787 against 39,213 in March. The numbers fed gratuitously on these works were respectively 16,161 and 11,482. The starting of five new road works which were necessary chiefly accounts for these figures. The large numbers which flock to these works is an indication of the development of distress in the district.

In the Bilaspur District, no new road works were started during the month. The number of relief workers was 19,878 against 13,102 in March. This excludes the Pandaria-Lormi Road which is undertaken for the Court of Wards. The numbers on this road were respectively 3,872 and 1,595.

In Sambalpur District (*a*) relief work (the Dabra-Kharsia Road) under the Public Works Department has been considered necessary. 1,375 persons were relieved on this work. As regards local works, private works in the Raipur District executed by the help of famine loans relieved 45,334 persons, while the number relieved on local works executed by Government was 5,131. This is a substantial increase as compared with the preceding month when a total of 36,974 was relieved on all local works started by the Government and by private individuals.

In the Bilaspur District local works under civil officers gave relief to 910 persons against 1,359 in March. In Court of Wards estates local works gave relief to 2,303 persons against 828 in March. The total number relieved on works started by private individuals was 30,548.

The Deputy Commissioner, Sambalpur, reports that a great deal is being done in the way of tank-digging in the distressed *zamindaris* of Chandarpur and Malkhurda. This work is chiefly done by the help of Famine loans. The Deputy Commissioner has been asked to collect figures showing the total number relieved on local works.

5. Physical condition of the people.

The condition of the people is reported to be fair in the Raipur and Bilaspur Districts, excepting in portions of the south-west *zamindaris* in the former district and in the north of the Pendra *zamindari* in the latter district. There are still cases of emaciation however met with in both districts. The Deputy Commissioner, Sambalpur, reports that the people in the Chandarpur *zamindari* were badly off before the road work started, but that they are now picking up rapidly.

6. Deaths from starvation.

For Raipur it is reported that arrangements for recording deaths from starvation were not completed till the end of the month, so that the number reported for April, *viz.*, 71, is not quite reliable. It is probable that the figure is much higher. According to the Civil Surgeon's special mortality return for April the total number of deaths from unknown causes was 203. Many of these deaths were apparently caused by starvation, though it may also be true,

as suggested by Civil Surgeon, that a number of persons found dead on road sides had actually died of cholera. The above figures do not include deaths in poor-houses which numbered 162.

Excluding deaths in poor-houses, &c., 189 deaths from starvation occurred in the Bilaspur District according to the Deputy Commissioner's report. This figure does not, however, tally with the special mortality return for April compiled by the Civil Surgeon. This return shows that 356 deaths resulted from starvation. An explanation of the difference has been called for. In the poor-houses of the Bilaspur District 323 deaths occurred. This is a decrease as compared with March, when, according to the revised return now submitted, 520 deaths occurred. In the past month the largest number of deaths, *viz.*, 104, is reported from the Pandaria poor-house. The Pandra poor-house comes next with 94 deaths. In the Bilaspur and Mungeli poor-houses the numbers were respectively 68 and 57. The large number of deaths which continue to be reported from poor-houses is a matter for serious consideration and seems to evidence that the people come there in a very weakly state. I have called upon the Deputy Commissioners of both Raipur and Bilaspur to have a careful enquiry made as regards the number of the deaths reported from poor-houses in the past month, and to communicate to me the result of the enquiry. The following details as regards each death have been called for :—

1. Date on which person was admitted to the poor-house.
2. Condition of person, whether suffering from any disease.
3. Date and cause of death.

In the Sambalpur district four deaths from starvation are reported by the Deputy Commissioner. The Civil Surgeon has telegraphed five deaths from starvation. I have, however, kept the Deputy Commissioner's figure in the absence of an explanation.

7. Food stock.

No depletion of food stock is reported in any part of the division excepting Dondi Lohara *zamindari* in the Raipur District, where the supply is reported to be low. There is no reason, however, to fear that private trade will not meet the demand.

8. Importation of grain.

Exports have declined in the Raipur district from 172,437 maunds in March to 84,081 maunds in April. In previous months exports showed a steady increase. Imports have increased from 637 maunds in March to 6,955 maunds in April.

In the Bilaspur District the exports amounted to 17,203 maunds, which shows a steady decrease as compared with the exports of the preceding months. Imports amounted to 26,718 maunds as compared with 24,740 in March.

9. General condition and prospects of the affected area.

The people are anxiously looking forward for a good season, and it is expected that the prospects will be certainly bright if the season is favourable. The advances of seed grain being made by Government and efforts in the same direction of the Indian Famine Relief Fund Committee encourage the hope (granted a successful season) that distress will altogether disappear with the reaping of the *khariif* crops.

10. Rates of wages.

Price of coarse rice in the Raipur District having risen to nine seers per rupee, there has been a corresponding alteration in the famine wages. No changes have been necessary in the other two districts.

11. The Deputy Commissioner, Raipur, reports that petty theft cases have been numerous, but that adequate arrangements have been made for the prevention

of crime. In the Bilaspur District there has been an increase from 107 to 153 in cattle theft and cattle poisoning cases, otherwise the fluctuations are not remarkable. Two dacoities were reported during the month.

No. ²⁰⁰²/₇₈₋₁₃-F., dated Simla, the 6th May 1897.

From T. W. Holderness, Esq., Deputy Secretary to the Government of India Department of Revenue and Agriculture, to the Chief Commissioner, Central Provinces.

I am directed to acknowledge the receipt of Mr. Fox Strangway's letter No. 1934, dated 8th April 1897, giving a revised estimate of the probable expenditure on famine relief operations in the Central Provinces during 1897-98.

2. I am to acknowledge the care with which the figures have been prepared, and to say, with reference to the increase which the revised estimates show over those returned by you in February, that the Government of India are aware that in such a matter the most careful calculations are liable to prove wrong in the result. The course, which in paragraph 5 you propose to adopt, is approved.

3. As regards your remarks in paragraph 2, it might be possible to draw from them the inference that you entertain a doubt whether the relief works are not proving unduly attractive to persons who could in accordance with the habits of the country otherwise manage to support life. But the Government of India are aware, from the correspondence which has passed between them and you, that you are fully alive to the necessity for so regulating the tasks and wages, and other conditions of relief works that the labourers will not prefer the works to other employment. They feel assured that such checks and precautions as appear desirable will be applied, and they recognise that in the presence of severe and general distress the exaction of arduous tasks, or the enforcement of rigorous conditions with that object must be pursued with caution and with due regard to the health and the condition of the relief workers.

No. 905-C., dated Pachmarhi, 18th May 1897.

From M. W. Fox Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department.

In continuation of my letter No. C.-667, dated the 20th April 1897, I am directed to submit a statement compiled from information received from the Administrative Medical Officer and Sanitary Commissioner showing the death rates per mille per mensem, and the deaths from starvation, for the month of April, in 17 of the 18 districts of these provinces. The figures for Chanda, which have had to be returned for correction, will follow.

2. The districts in which there are serious excesses over the normal figure are those of the Jubbulpore Division, and Narsinghpur, Balaghat, Raipur and Bilaspur. By far the largest excesses are in the districts of Narsinghpur and Bilaspur, both of which districts have suffered severely from cholera. The deaths from cholera and small-pox numbered 1,338 in Narsinghpur and 1,219 in Bilaspur and if these be eliminated, the death rates fall to 4.6 and 5.7 respectively. Cholera affected the death rates in nearly all districts; a similar elimination would reduce the Saugor rate to 4.7.

3. The continued decrease in Jubbulpore (from 7.7 in March to 5.4 in April) where the rates in January and February were so abnormally high, is satisfactory; so also is the decrease in Mandla (6.7 to 4.2) and in Balaghat (6.7 to 4.0). In other districts the fluctuations are small.

4. The figures given in the last column of the statement, showing deaths from starvation have been carefully compiled and checked, and are, the Chief Commissioner believes, as accurate as it is possible to make them with the reporting

agency available and the time allowed for compilation, except in the case of Bilaspur and Raipur.

5. Further enquiry is being made into the very large number of deaths reported from Bilaspur, and the result will be communicated hereafter. The number of deaths reported from Raipur also appears very large, but it is not larger in proportion to the population than the numbers in Damoh and Hoshangabad. It must be remembered that a large proportion of the deaths ascribed to starvation are those of wanderers, 305 are so entered in April against 254 in March. In these cases the actual cause of death is often unascertainable, and with cholera prevalent throughout the Province causing the flight from relief works of numerous panic stricken persons, it must often be doubtful whether persons whose bodies are found by the road side fell victims to this disease or to want of food.

6. I am also directed to submit a statement showing the deaths ascribed to starvation in March. The further enquiry, the necessity of which prevented the inclusion of these figures in the March return, has now been made, and the figures, are believed to be approximately accurate. It will be seen that the total number of deaths ascribed to this cause has fallen from 912 in March to 844 in April and the enquiry now being made into the Bilaspur and Raipur figures may possibly show that it has fallen still further.

Special mortality return for April 1897.

| District | Death rate per mille for April | Average death rate per mille for April for 10 previous years | Excess over normal. | Deaths due to starvation. |
|--------------|--------------------------------|--|---------------------|---------------------------|
| Saugor | 56 | 33 | 23 | 3 |
| Damoh | 49 | 35 | 14 | 54 |
| Jubbulpore | 54 | 36 | 18 | 49 |
| Mandla | 42 | 26 | 16 | 1 |
| Seoni | 42 | 25 | 17 | 8 |
| Hoshangabad | 29 | 38 | -09 | 81 |
| Narsinghpur | 82 | 31 | 51 | 4 |
| Nimar | 39 | 32 | 07 | 0 |
| Hetul | 43 | 36 | 07 | 6 |
| Chhindwara | 26 | 28 | -02 | 28 |
| Nagpur | 27 | 29 | -02 | 7 |
| Bhandara | 28 | 25 | 03 | 16 |
| Balaghat | 40 | 25 | 15 | 13 |
| Wardha | 26 | 34 | -08 | 10 |
| Chanda | .. | 24 | .. | 0 |
| Raipur | 41 | 24 | 17 | 203 |
| Bilaspur | 67 | 20 | 47 | 356 |
| Sambalpur | 28 | 29 | -01 | 5 |
| Total | .. | .. | .. | 844 |

NOTE.—In Famine Statement A for the month of April the starvation deaths in Raipur, Bilaspur and Sambalpur in April are now returned as 71, 189 and 4 respectively

Statement showing deaths directly or indirectly due to privation during the month of March 1897.

| No | District. | Number of deaths due to starvation. | REMARKS. |
|----|--------------------------------|-------------------------------------|----------|
| 1 | Jubbulpore | 152 | |
| 2 | Saugor | 9 | |
| 3 | Damoh | 14 | |
| 4 | Seoni | 17 | |
| 5 | Mandla | 2 | |
| | Total Jubbulpore Division | 194 | |
| 6 | Nagpur | 23 | |
| 7 | Bhandara | 26 | |
| 8 | Chanda | . | |
| 9 | Balaghat | 48 | |
| 10 | Wardha | . | |
| | Total Nagpur Division . | 97 | |
| 11 | Hoshangabad | 85 | |
| 12 | Narsinghpur | 25 | |
| 13 | Nimar | . | |
| 14 | Chhindwara | 4 | |
| 15 | Betul | 14 | |
| | Total Nurbudda Division . | 128 | |
| 16 | Raipur | 213 | |
| 17 | Bilaspur | 278 | |
| 18 | Sambalpur | 2 | |
| | Total Chhattasgarh Division .. | 493 | |
| | Total for the Province . | 912 | |

No. ²²²³/₂₆₋₃₀ F. Dated Simla, the 8th June 1897.

From T. W. Holderness, Esq., I.C.S., Deputy Secretary to the Government of India, to the Chief Commissioner, Central Provinces.

SIR,

I am directed to acknowledge Mr. Fox Strangway's letter No. 2211-F., dated 17th May 1897, submitting the consolidated famine returns for the month of April.

2. Much progress appears to have been made during the month in strengthening and improving the relief-machinery throughout the Provinces. Additional works were opened and village relief expanded to the measure of the necessities of the distressed districts. The greatest increase in the numbers of

| — | On works | Gratuitously relieved | TOTAL |
|----------|----------|-----------------------|---------|
| January | 249,204 | 56,856 | 306,060 |
| February | 283,678 | 93,249 | 376,927 |
| March | 348,398 | 130,875 | 479,273 |
| April | 381,016 | 153,376 | 534,392 |

the population receiving relief has occurred under the head of "gratuitous relief." In the special circumstances of the Provinces, this form of relief, which includes poor-houses, relief centres, relief on the works to dependants of the workers and village relief, is of essential importance. The Government of India are glad to find that the additional establishments placed at your disposal have enabled you to greatly extend village-relief in the distressed

tracts with the safeguards and precautions necessary to prevent indiscriminate or misplaced charity. To the special attention which has been paid to this subject in the Jubbulpur Division is no doubt due in large measure the satisfactory decline since November last in the death-rate of the districts in this Division, especially in Jubbulpur and Mandla. In the very full and careful review of the April relief returns for the Division village-relief is stated to be "now completely organized in all districts." This review the Government of India presume may be attributed to the late Commissioner, Mr Priest. The untimely death of that officer from cholera the Governor General in Council most deeply regrets. Your Province has lost an adviser of singular ability and insight, and an administrator fearless and tireless in his devotion to duty. The reports for the other Divisions contain less precise information on the subject of village-relief, but from scattered notices it may be inferred that in the worst districts it has now been effectively established. In Balaghat, the most acutely distressed district in the Nagpur Division, "all villages," it is reported, "are now under supervision," and persons who have refused to leave their homes and who in some instances, as the Deputy Commissioner reports, "have become terribly emaciated," have thus had relief brought to them. In Hoshangabad in the Nerbudda Division "the organization of village-relief has been thoroughly overhauled and greater relief given." In Raipur in the Chhattisgarh Division, regarding the relief arrangements of which you had at one time considerable misgivings, the report received with your letter No. 2684, dated 22nd May 1897, states that "the work of village-relief has now been fully organized in every village throughout the distressed area," and that "more than half the distressed villages have been personally visited by an Assistant Collector."

3. The improvement in the physique and health of the labourers on relief works, which is remarked on by officers in the Jubbulpur Division and elsewhere, is evidence of the sufficiency of the wage-scale of the Famine Code, although in that division 110,000 labourers of a total of 151,000 on relief works are returned as receiving the lowest, or class D, wage. In the Nerbudda Division, on the other hand, class D workers are in the minority. The Government of India have no doubt that this difference of classification correctly reflects a substantial difference in the condition of the people coming on the works in this Division, but would be glad to know whether any inspections have been made to verify this assumption. It should also be stated whether it is the practice to show all working children in the class D column. The result of substituting piece-work for task-work in the Jubbulpur, Mandla and Seoni Districts, where the labourers are said to be now quite healthy and strong and where enforcement of a proper task has been found difficult, will be watched with interest.

4. In the Jubbulpur Division the improvement in the health of the general population, to which the ripening of the *mahwa* and the harvesting of the *rabi* crops have contributed, is equally satisfactory. The Government of India also observe with pleasure that in Balaghat cases of emaciation are becoming "comparatively rare," that in Hoshangabad the Commissioner noticed "few cases of emaciation," and that in Chindwara, in the wilder parts of which the effective organization of relief has been a difficult matter, the Deputy Commissioner remarks on "the absence of village starvelings, even in the most distressed tracts." In Raipur and Bilaspur cases of emaciation are still met with in the distressed tracts, and it would seem that the centre of distress has now shifted from the west of the Provinces to the rice-growing districts of the east. In Raipur the number of persons in receipt of state relief had risen in the third week of May to 72,787, and 45,334 others were employed by zemindars on petty works executed out of loan

funds. In Bilaspur on the same day 19,878 persons were in receipt of state relief, and 30,548 others were given employment by means of famine loans. In these two districts the death-rate has risen considerably,* the poor-house population has

| DEATH-RATE PER MILLE PER MENSEM | | | | |
|---------------------------------|---------|----------|-------|-------|
| * | January | February | March | April |
| Raipur | 27 | 20 | 29 | 41 |
| Bilaspur | 31 | 27 | 52 | 67 |

increased, especially in Bilaspur, and the mortality among the inmates has been heavy. The existence of severe distress in the zemindari tracts of these two districts has been noticed in successive monthly reports, but judging from the rapid increase in the numbers seeking relief and other circumstances it has evidently developed more rapidly, and will entail greater expenditure and larger relief arrangements, than you anticipated in the general survey of the scarcity prevailing in the Provinces submitted in your letter No. 849 of the 12th February 1897. The full and interesting report on the Raipur District by Mr. Younghusband, Commissioner of the Chhattisgarh Division, which accompanied your letter No. 2684, dated the 22nd May, satisfies the Government of India that the necessity for relief on a large scale in this district has been clearly recognised by the local officers, and that with the strengthened establishments at the disposal of the Deputy Commissioner the relief arrangements will prove sufficient. In view of the apprehensions at one time entertained on this point the Governor General in Council is glad to have the Commissioner's assurance, founded on close examination of the facts, that "the actual relief of distress in the Raipur District is on a thoroughly efficient footing." Should similarly detailed information be available for Bilaspur, and also for Balaghat in the Nagpur Division, the Government of India would be glad to see it.

5. The latest return showing the classified mortality of the Provinces which the Government of India have seen is that for March last (published in the Central Provinces Gazette of the 22nd May). Excluding cholera and small-pox

deaths, the death-rate for March 1897 for 19* registration districts of the 20 into which the Provinces are divided was 40.80 per mille per annum. The corresponding death-rate in the March of the three preceding years was, respectively, 39.29, 27.77 and 38.50. The comparison therefore, if the unparalleled calamity which has befallen the Provinces be regarded, is not unfavourable. The April death-rate has been swollen by heavy mortality from cholera. From the information contained in the Famine Statements and Notes for the month it seems probable that the classified mortality returns for April will show a death-rate, exclusive of cholera and small-pox, lower than the March rate. The death-rate for April 1894, it may be noted, was 45.22, exclusive of cholera and small-pox. The death-rate for April 1897 will be less than this.

6. The number of deaths shown in column 16 of Statement A as due to starvation is grievously large in five or six districts. But it is clear from the divisional and district remarks that the returns include deaths from unknown causes which have been attributed without sufficient evidence to starvation by the reporting agency. The Jubbulpur Divisional report contains some very good remarks and suggestions on the subject with which the Government of India agree. In the Hoshangabad district report it is noted that in 16 deaths only out of 81 entered in column 16 had the cause of death been verified. In the Jubbulpur District it was found in scrutinising the Civil Surgeon's returns that all deaths from all causes occurring in one of the registration circles had been returned as starvation deaths. More pains to secure correct classification and verification of such deaths, in accordance with your Circular Order of the 4th February 1897, appear to have been taken in the Jubbulpur Division than elsewhere, but, as the Commissioner remarks, when as often happens the deceased are wanderers without friends or companions, "real verification is impossible." In the Chundwara return 11 of the 25 cases entered in column 16 were of this description. The Government of India think that further precautions are required to secure proper examination of the figures for each district before they are returned, and to exclude deaths from cholera or unknown causes.

7. The *rabi* has unfortunately been poor. The final forecast of the wheat crop, which in ordinary years occupies 4 million acres of the 14 million acres under food crops in the Central Provinces, shows that less than one-half of the usual area was sown and that the yield per acre was much below the average. In

the Jubbulpur Division the area sown with wheat was but 500,000 acres against an average of 1,500,000 acres, and the outturn was proportionally small. The linseed crop, which in ordinary years is one of the most valuable money crops in the Provinces, has also been disastrously bad. The area sown was only one-third of the average area under linseed, and the yield in tons scarcely one-fifth of the usual amount.

8. In the Provinces as a whole the grain-trade has been active and enterprising and has proved itself equal to the emergency. The effect of this activity and of the facilities for the transport of grain in bulk given by the railways is seen in the close equalisation of prices throughout the country. Every oscillation in local prices in tracts open to the railway has been at once followed by a corresponding movement of grain from the cheaper to the dearer markets. In some, at least, of the distressed districts of the Central Provinces there were undoubtedly in the hands of the great grain merchants of those tracts extensive stores of grain, and these have been gradually drawn out by rising prices. This explains the apparent anomaly of considerable exports of wheat from the Jubbulpur Division, and of the still larger exports of rice from Raipur and Sambalpur. With the completion of the *rahi* harvest in the North-Western Provinces and the Southern Punjab the tide has now turned, and the traffic returns for May show a net import of food-grains into the Jubbulpur, Nerbudda, and Nagpur Divisions. In the Chhattisgarh Division export still continues though on a much smaller scale than in the preceding months from Sambalpur, in which district reserves of rice were known to be large. It has completely stopped in Raipur, a district which from January to the end of April had exported on a large scale. It may be presumed that prices in Raipur have now reached a point which makes export no longer profitable.

9. The only districts in which special measures for the supply of food-grains during the rains, owing to defective communications and the inertness of local trade, are considered by you to be necessary are Mandla and Balaghat. Approval to the Mandla arrangements has been communicated to you in my telegram of the 1st instant, and it is desirable that the scheme for Balaghat which is said to be under preparation should be settled and brought into operation at an early date. The question of a sufficient supply of seed-grain, which at one time gave cause for anxiety, appears to be no longer pressing except in one or two exceptional districts. In your letter of the 22nd May you have reported the special measures which have been taken in the Raipur District. Rupees 2,00,000 has been advanced by Government to cultivators for purchase of seed, and well-to-do landlords have been induced to provide seed-grain, which has been stored until the cultivators require to draw on these reserves. In representing that this amount was insufficient for the want of the district the Deputy Commissioner presumably was unaware of the very large sum which the Central Committee of the Indian Charitable Relief Fund has allotted to the Central Provinces for seed-grain and cattle. The Government of India would be glad to know whether in Balaghat the Deputy Commissioner has succeeded in placing seed-grain in the Baibar Tahsil. In Mandla the apprehended exhaustion of seed of the lesser nullets occasions a special difficulty. Elsewhere it may be anticipated that seed-grain will be forthcoming now that the dealers are aware that the cultivators have by the liberality, in the first instance, of the Government and now of the Famine Relief Fund been supplied with money to buy from them. The inestimable benefits of that fund are very fittingly acknowledged by the Commissioner of the Jubbulpur Division in the opening paragraphs of his report.

10. This review of the situation will serve to assure you of the sympathetic interest with which the Governor General in Council has watched the devoted efforts of the officers of all ranks in all Departments working under your control to successfully relieve distress, and to bring the people through the struggle in a condition to resume their ordinary avocations on the setting in of the rains. These efforts have so far succeeded in spite of exceptional difficulties, and the Governor General in Council trusts that a favourable season will shortly ease the strain of the situation, and bring relief alike to the people and to an overtasked administration.

I have the honour to be, &c.,

Your most obedient Servant,

T. W. HOLDERNESS,

Deputy Secretary to the Government of India.

NORTH-WESTERN PROVINCES AND OUDH.

No. 1065 of 1897, dated Allahabad, the 28th April 1897.

*From the Secretary to Government, N.-W. Provinces and Oudh, to the Secretary
to the Government of India, Revenue and Agricultural Department.*

SIR,

I am directed to submit the monthly Famine Statements A and B for these provinces, which give details of the relief operations up to 27th March 1897 in nineteen districts officially recognised as distressed, and *extra*-Code Statement C, which contains particulars in regard to the districts which were under observation during the period under report, though not officially declared distressed.

2. The figures now furnished in Statement B afford much better idea than the previous statements of the relief granted in the shape of revenue suspensions and advances under the Land Improvement and Agricultural Loans Acts. But they are still to some extent incomplete, as it has not been found possible to bring the account of such expenditure fully up to date. Statement C does not seek to show the outlay under this head in districts not officially declared to be distressed. But in the districts included in that statement the returns at present available show advances under the two Acts aggregating Rs. 4,84,026, and revenue suspensions aggregating for fifteen districts Rs. 19,97,542, bringing the totals under these heads to Rs. 15,23,993 and Rs. 72,43,542 respectively.

I have, &c.,

T. STOKER,

Secy. to Govt., N.-W. P. and Oudh.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 27th March 1897.

| District. | Area. | Population in thousands. | Affected area. | Estimated population in thousands of column 4 | Number on relief works on the last day of the period under report | | | | | | | | | | | | Number on gratuitous relief (excluding dependants on works). | | | | Prices of one or more principal food grains in rupees. | | | | | | Deaths due to starvation. | | | | |
|--|---------------|--------------------------|----------------|---|---|----------------|----------------|----------------|--------------|--------------|---------------|---------------|----------------|----------------|----------------|----------------|--|---------------|---------------|----------------|--|--------|---------|----------|--------|---------|---------------------------|------------------------------|--|---------------------------|--|
| | | | | | Workers. | | | | Dependants. | | | | Total. | | | | Men. | Women. | Children. | Total. | Wheat. | Maize. | Barley. | Milleta. | | Pulses. | | For the period under report. | For the corresponding period of the previous year. | Deaths due to starvation. | |
| | | | | | Men. | Women. | Children. | Total. | Men. | Women. | Children. | Total. | Men. | Women. | Children. | Total. | | | | | | | | Jowar. | Other. | Gram. | Other. | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | |
| Agra . | sq. m. 1,598 | 1,009 | sq. m. 744 | 285 | 3,026 | 3,573 | 1,819 | 8,118 | .. | | | | 3,026 | 3,773 | 1,819 | 8,118 | 1,920 | 5,781 | 1,597 | 8,008 | 9 | 11 25 | 12 25 | 11 50 | 8 50 | 10 | 9 | 1 73 | 3 10 | .. | |
| Etawah | 1,094 | 727 | 285 | 66 | 985 | 535 | 488 | 1,903 | . | | | | 935 | 535 | 438 | 1,908 | 240 | 413 | 102 | 755 | 8 75 | 11 | 12 | 10 | 10 | 8 | 8 | 3 23 | 2 50 | .. | |
| Total, Agra Division | 3,550 | 1,730 | 1,029 | 350 | 3,961 | 3,908 | 2,307 | 10,020 | | | | | 3,961 | 3,808 | 2,257 | 10,026 | 1,160 | 6,194 | 1,599 | 8,763 | | | | | | | | | | | |
| Cawnpore | 2,268 | 1,230 | 1,219 | 462 | 3,596 | 4,974 | 3,780 | 10,430 | 152 | 135 | 2,400 | 2,756 | 3,748 | 4,200 | 5,220 | 13,126 | 2,035 | 6,357 | 1,682 | 10,974 | 9 28 | 16 31 | 11 25 | 16 57 | 9 23 | 10 51 | 11 68 | 2 77 | 9 50 | .. | |
| Fatehpur .. | 1,633 | 690 | 582 | 236 | 3,673 | 3,407 | 1,862 | 8,940 | 41 | 78 | 2,075 | 2 184 | 3,713 | 3,4 5 | 3,987 | 11,134 | 3,734 | 4,343 | 689 | 7,750 | 8 94 | | 11 10 | 9 | | 9 44 | 7 44 | 5 86 | 2 47 | .. | |
| Banda | 3,061 | 705 | 3,061 | 705 | 42,267 | 61,590 | 97,720 | 141,567 | 970 | 1,254 | 23,965 | 26,198 | 43,230 | 62,844 | 61,885 | 107,765 | 4,435 | 12,838 | 10,131 | 27,464 | | | | | | 9 31 | 10 50 | 5 00 | 1 89 | .. | |
| Hamirpur . | 2,280 | 513 | 2,280 | 513 | 16,229 | 27,050 | 18,866 | 62,154 | 453 | 538 | 11,831 | 12,822 | 16,632 | 27,597 | 30,697 | 74,978 | 3,355 | 7,590 | 4,000 | 14,945 | 8 | 10 19 | 10 38 | 9 23 | 10 13 | 7 00 | 3 38 | 1 08 | .. | | |
| Allahabad | 2,832 | 1,549 | 4,428 | 1,272 | 25,206 | 37,777 | 31,197 | 94,179 | 3,238 | 4,358 | 16,193 | 24,288 | 23,443 | 42,635 | 47,350 | 118,407 | 7,763 | 19,633 | 8,747 | 36,143 | 9 35 | 10 | 11 25 | 9 37 | 10 | 9 31 | 8 18 | 5 40 | 2 55 | .. | |
| Jhansi | 3,367 | 643 | 3,587 | 633 | 17,285 | 22,939 | 14,357 | 54,071 | 1,348 | 374 | 10,683 | 12,406 | 18,033 | 22,903 | 24,040 | 60,476 | 3,975 | 9,450 | 4,838 | 14,363 | 5 12 | | | 9 08 | | 9 43 | | 3 73 | 3 43 | .. | |
| Jalaun | 1,477 | 800 | 1,477 | 396 | 16,417 | 10,532 | 13,972 | 40,691 | 613 | 616 | 15,252 | 16,381 | 10,680 | 20,148 | 20,924 | 66,302 | 3,264 | 7,880 | 1,731 | 11,835 | 8 31 | 10 06 | 10 06 | 9 37 | 8 75 | 9 37 | 7 18 | 3 10 | 3 40 | .. | |
| Total, Allahabad Division | 17,262 | 5,775 | 14,463 | 4,257 | 124,600 | 175,968 | 130,834 | 431,362 | 6,724 | 7,853 | 82,467 | 97,044 | 131,384 | 138,521 | 203,101 | 513,306 | 26,201 | 65,461 | 31,808 | 123,470 | | | | | | | | | | | |
| Mirzapur (including Family Domains of the Maharaja of Benares) | 5,223 | 1,101 | 4,100 | 643 | 11,567 | 15,286 | 6,535 | 33,387 | 602 | 970 | 9,051 | 11,528 | 13,180 | 16,255 | 16,436 | 44,910 | 4,441 | 8,733 | 3,947 | 17,140 | 8 50 | | 11 | 9 30 | 9 25 | 10 37 | 12 | 4 86 | 2 78 | .. | |
| Jauapur | 1,950 | 1,246 | 371 | 314 | 4,201 | 6,457 | 4,105 | 16,653 | 87 | 79 | 4,579 | 4,745 | 4,376 | 6,536 | 6,694 | 31,593 | 2,275 | 5,478 | 1,819 | 9,670 | 9 50 | | 12 50 | | | 10 50 | 0 75 | 3 22 | 2 04 | .. | |
| Total B. naree Division | 8,773 | 2,426 | 4,371 | 957 | 15,858 | 23,742 | 10,640 | 60,240 | 689 | 1,049 | 14,530 | 16,268 | 16,547 | 24,791 | 25,170 | 68,508 | 6,716 | 14,208 | 5,786 | 26,710 | | | | | | | | | | | |

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 27th March 1897—(concluded)

| District. | Area | Population in thousands. | | | Number on relief works on the last day of the period under report | | | | | | | | | | | | | Number on gratuitous relief (excluding dependants on works). | | | | Prices of one or more principal food grains in sars per rupee. | | | | | | Death rate | | | | | |
|---------------------------|--------|--------------------------|--------|---|---|---------|-----------|---------|-------------|--------|-----------|---------|---------|---------|-----------|---------|--------|--|--------|-----------|--------|--|-------|--------|---------|-------|---------|------------|------------------------------|---|--------------------------|----|----|
| | | Sq m | Sq m | Estimated population in thousands of column 4 | Workers. | | | | Dependants. | | | | Total. | | | | | Men. | Women. | Children. | Total. | Wheat. | Maize | Barley | Millet. | | Pulses. | | For the period under report. | For the corresponding period of the previous year | Deaths due to starvation | | |
| | | | | | Men. | Women. | Children. | Total. | Men. | Women. | Children. | Total. | Men. | Women. | Children. | Total. | Jowar | | | | | | | | Other | Gram. | Other | | | | | | |
| | | | | | | | | | | | | | | | | | | | | | | | | | | | | 22 | | | | 23 | 24 | 25 | 26 | 27 | 28 |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | | | |
| Gorakhpur | 4,680 | 8,094 | 2,690 | 1,727 | 8,831 | 7,743 | 7,785 | 24,349 | 71 | 67 | 8,701 | 8,842 | 8,892 | 7,810 | 11,489 | 28,101 | 2,531 | 6,481 | 1,854 | 9,816 | 11 | 11 | 15 | 12 | 9 75 | 15 | 3 60 | 2 01 | 1 | | | | |
| Azamgarh | 2,148 | 1,729 | 1,180 | 914 | 1,584 | 2,073 | 1,007 | 4,664 | 5 | 10 | 873 | 888 | 1,580 | 2,083 | 1,880 | 6,582 | 976 | 1,063 | 645 | 3,214 | 10 12 | | 14 18 | | 10 75 | 9 25 | 3 71 | 2 40 | | | | | |
| Total, Gorakhpur Division | 6,728 | 4,723 | 3,760 | 2,641 | 10,405 | 9,816 | 8,792 | 29,013 | 76 | 77 | 4,577 | 4,730 | 10,461 | 9,863 | 13,369 | 33,743 | 3,507 | 7,134 | 2,309 | 13,030 | | | | | | | | | | | | | |
| Lucknow .. | 967 | 771 | 967 | 774 | 10,888 | 11,245 | 7,771 | 20,904 | 12 | 6 | 6,678 | 6,694 | 10,000 | 11,330 | 14,447 | 36,597 | 4,639 | 13,923 | 4,523 | 23,074 | 10 25 | 10 50 | 13 25 | 10 25 | 10 25 | 10 | 10 25 | 3 80 | 2 72 | | | | |
| Unao .. | 1,736 | 653 | 1,736 | 653 | 3,790 | 3,796 | 1,818 | 9,374 | 66 | 61 | 2,615 | 2,735 | 3,819 | 3,857 | 4,433 | 12,100 | 2,923 | 6,380 | 2,248 | 11,651 | 10 | 10 | 12 60 | 10 | 9 25 | 10 | 8 | 3 37 | 2 67 | | | | |
| Bas Baroli | 1,762 | 1,037 | 1,762 | 1,037 | 7,929 | 7,707 | 6,387 | 20,894 | 144 | 175 | 4,011 | 4,939 | 8,064 | 7,8 2 | 9,878 | 25,824 | 5,785 | 5,903 | 1,007 | 13,295 | 10 75 | 11 | | 11 | | 10 | 5 42 | 2 23 | | | | | |
| Sitapur | 2,265 | 1,075 | 1,630 | 703 | 454 | 263 | 359 | 976 | 59 | 28 | 161 | 248 | 513 | 291 | 420 | 1,224 | 1,758 | 3,434 | 1,022 | 6,314 | 10 50 | | 12 | | 12 | 8 50 | 2 49 | 2 77 | | | | | |
| Hardi | 2,285 | 1,113 | 2,225 | 1,113 | 12,765 | 15,068 | 13,138 | 41,871 | 459 | 631 | 9,484 | 10,564 | 13,224 | 18,569 | 22,622 | 53,435 | 6,900 | 13,655 | 6,510 | 27,155 | 10 | 10 | 13 | 10 | | 10 | 4 71 | 2 16 | | | | | |
| Total, Lucknow Division | 9,035 | 4,652 | 8,300 | 4,580 | 35,787 | 39,079 | 28,253 | 103,019 | 733 | 890 | 23,547 | 25,170 | 36,520 | 39,889 | 61,800 | 128,189 | 22,065 | 43,294 | 15,910 | 81,288 | | | | | | | | | | | | | |
| Bara Banki | 1,740 | 1,131 | 1,740 | 1,131 | 429 | 300 | 140 | 882 | | | | | 422 | 300 | 140 | 862 | 416 | 589 | 197 | 1,202 | 10 | 10 | 12 | 9 75 | 8 | 11 | 12 | 2 64 | 2 97 | | | | |
| Total, Fyzabad Division | 1,740 | 1,131 | 1,740 | 1,131 | 429 | 300 | 140 | 882 | | | | | 422 | 300 | 140 | 862 | 416 | 589 | 197 | 1,202 | | | | | | | | | | | | | |
| Total, N-W P and Oudh | 45,088 | 30,737 | 33,843 | 13,816 | 191,093 | 252,613 | 170,716 | 614,422 | 8,222 | 9,869 | 125,121 | 143,212 | 199,315 | 262,492 | 295,837 | 757,634 | 61,083 | 136,870 | 57,490 | 255,454 | | | | | | | | | | | | | 1 |

REMARKS TO ACCOMPANY FAMINE STATEMENT A FOR THE
FOUR WEEKS ENDING 27TH MARCH 1897.

AGRA DISTRICT.

1. *Private relief, village and poor-house relief.*—Rupees 5,800 have been received from the Indian Famine Charitable Relief Association, in addition to the Rs. 24,000 or thereabouts which were locally subscribed. The money is devoted chiefly to house to house relief in Agra city, where only half the sum required is provided by Government.

Village relief is distributed, at the cost of Government alone, by the circle relief officers. Five poor-houses were open during the month, but one (that at Fatehpur Sikri) has since been closed.

2. *General character of relief works*—Chiefly intermediate works under Public Works Department; but three or four works are being carried out under section 65(a) of the *Famine Code* by proprietors, to whom Government has made partly recoverable advances for the purpose.

3. *Physical condition of the people.*—Fair, and much better than at the time of the last monthly report, when the harvest had not yet begun. Prices have, of course, fallen considerably since then.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Stock sufficient. There have lately been considerable exports to Gwalior and Jhānsi.

6. *General condition and prospects of affected area.*—The number of persons relieved has fallen in a month from about 40,000 to about 17,000 in consequence of the harvest. The numbers will go up again in May and June when the harvest is over, as a considerable population of hired labourers will then be without employment. The distress is expected to cease on the fall of the rains early in July.

7. *Changes in rates of wages, &c.*—The intermediate system was introduced on the 15th March. Under that system a fixed sum, usually Rs. 2-3-0, is given for the excavation of every 1,000 cubic feet of earth; and labourers are no longer paid by the day.

ETĀWAH DISTRICT.

1. *Private relief, village and poor-house relief.*—A few wealthy men distribute charity daily or afford relief to the poor. In Act XX towns and the city relief is given from the funds raised from subscriptions; relief is also given in district partly from these funds and partly from Government funds. There is one poor-house at the headquarters of the district, in which the number of inmates on 27th March 1897 was 85.

2. *General character of relief works.*—The numbers on the relief works, Etīwah-Kālpi road, on 27th March 1897 were 1,396. The rapid decrease is due to the people going away to harvest the crops, which is more remunerative employment.

3. *Physical condition of the people.*—The condition of the people is generally good.

4. *Deaths due to starvation.*—No deaths reported from starvation.

5. *Food stocks and importation of grain.*—Food stocks sufficient, and imports considerable.

6. *General condition and prospects of affected area.*—The affected area in this district is chiefly the trans-Jumna and Chambal tract, which is entirely dependent on next autumnal rains. *Kharif* harvest was poor, and *rabi* almost *nil*.

7. *Changes in rates of wages, &c.*—Rates of wages have fallen everywhere in the district, except villages favoured with irrigation.

CAWNPORÉ DISTRICT.

1. *Private relief, village and poor-house relief.*—Columns 18 to 21 do not include persons supported by the Famine Relief Fund. These numbered about 2,000 on the last day of the month.

2. *General character of relief works.*—Road works under Public Works Department; labourers in fair condition; wages sufficient. Numbers have decreased, owing to more profitable work being available in harvesting. Task of 125 feet rarely performed. Raising of task and reduction of scale of wages have had an effect in sending people off the roads to work on the fields, but even with the former task and scale very many would have gone.

3. *Physical condition of the people.*—Much improved by the harvest.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Food stocks sufficient. Import trade brisk; export slack.

6. *General condition and prospects of affected area.*—The affected area has fallen to the dimensions of the closing months of last year. Owing to the cold weather and the stoppage of agricultural work, distress spread through the whole district in January and February, but now with a fair harvest the irrigated parts of the district have recovered.

7. *Changes in rates of wages, &c.*—Wages were changed from the 10 and 9½-sér scale to the 12-sér scale at the beginning of the month.

FATEHPUR DISTRICT.

1. *Private relief, village and poor-house relief.*—The amount received from the Indian Famine Charitable Relief Fund is distributed through the Local Committee. The subscriptions are also administered by the Committee. The system of village relief is in full operation. The management of poor-house is satisfactory; number of inmates not very large; able-bodied are immediately drafted to works.

2. *General character of relief works.*—Large relief works are under the management of the Public Works Department. Number of relief workers decreasing daily.

3. *Physical condition of the people.*—Generally good.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Supplies sufficient; importation moderate.

6. *General condition and prospects of affected area.*—The mahua crop and rabi harvest attracted away the relief workers; and the present outturn of mahua improves the prospects of affected area.

7. *Changes in rates of wages, &c.*—The intermediate rates prescribed in Government Resolution No. $\frac{763}{8-73}$, dated 16th March 1897, introduced from 1st April 1897.

BANDA DISTRICT.

1. *Private relief, village and poorhouse relief.*—There is little or no private relief in the district. Relief Committees of District and Municipal Board members and others have been formed. Rupees 40,300 have been received from the Provincial Relief Committee, which are being utilized in supplementing village and poorhouse relief in kind. Rupees 9,845-10-3 were spent on this account during the month of March 1897. The numbers of persons relieved under Chapters V, VIII, and X on the 27th March 1897 were 22,752, 2,778, and 1,934 respectively, and the total amount spent under these heads during the four weeks ending 27th March 1897 was Rs. 41,314-7-4, Rs. 7,501-7-10, and Rs. 2,569-12-3 respectively: 615 persons were relieved by the police, to whom Rs. 42-12-3 were paid.

2. *General character of relief works.*—The character of large relief works under Public Works Department agency was special repairs to the existing *kachchá* roads, the deepening of roadside tanks, and breaking of stones, and that of the works under District Officers was excavation of villages, tanks, and embankments.

3. *Physical condition of the people*—The physical condition of relief workers and that of the inmates of poorhouses is fair. Cholera broke out on the Bhadausa work, but the workers have been shifted, and it is hoped to stamp it out before it becomes virulent.

4. *Deaths due to starvation.*—No direct deaths due to starvation were reported to have taken place during the month.

5. *Food stocks and importation of grain.*—Prices of wheat and gram have slightly fallen, while those of other commodities have risen. Markets are sufficiently stocked, and importations of grain from out stations still continue. About 80,529 maunds of grain were imported into the district during the four weeks under notice. There is thus no fear of food stocks running short for the present.

6. *General condition and prospects of affected area.*—The general condition of the affected area has slightly improved, owing to the advent of the *mahua* season, which promises a good crop, but less so in the hill tract than elsewhere. *Mahua* crop was slightly damaged by dusty and cloudy weather. Early sown *rahi* is being harvested, but that sown recently has failed and is being used as fodder.

7. *Changes in rates of wages, &c.*—The scale of wages remained unchanged during the period under notice, but has been reduced from 8 to 7 pice downwards with effect from 28th March 1897 on a 10-*ser* basis.

HAMIRPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—Ordinary private relief much contracted. From the Charitable Relief Fund allowances were made to 1,626 persons, besides supplementary doles to children on gratuitous relief. Much needed clothing is being widely distributed from the same fund, and the list of respectable persons to be assisted from it is being rapidly added to. Village relief is distributed by selected zamindárs. Poorhouses are managed by hospital assistants under the general control of the Civil Surgeon.

2. *General character of relief works*—There are 13 large works in progress, consisting of improvements to unmetalled roads, and excavation of tanks. The excavation of eight small tanks as village works was in progress. This form of relief is now being expanded.

3. *Physical condition of the people.*—Generally fair: in villages are to be found a number of people, usually of low caste, who have run down simply from delaying too long to go to relief works. These are put on gratuitous relief for short periods, and when fit are drafted to relief works.

4. *Deaths due to starvation.*—No deaths from starvation reported.

5. *Food stocks and importation of grain.*—Stocks are depleted; but the *rahi* harvest will to some extent remedy this, and importations still continue. Supplies sufficient.

6. *General condition and prospects of affected area.*—The protracted scarcity heavily taxed the resources of the people. The harvest, most of which is over, reduced numbers on relief but little, and they have risen steadily all the month. The *mahua* crop is fair and is of great assistance; but numbers on relief must go on increasing, and will probably reach 120,000 in April.

7. *Changes in rates of wages, &c.*—A rate of 10 *ser*s is still adhered to in calculating wages, nor do prices suggest any change from this.

ALLAHABAD DISTRICT.

1. *Private relief, village and poorhouse relief.*—The poorhouse population has fallen from over 9,000 to 3,422, partly from the inmates having been drafted to outdoor (village) relief, and partly because people have left to gather *mahua*. Nearly half the numbers receiving outdoor relief are paid from the Charity Fund.

2. *General character of relief works.*—Tank work has largely taken the place of road work, and in the southern tahsils (where cholera has been prevalent) large tank works have been broken up, and the people are employed on a considerable number of small tank works, which bring relief nearer to them in their villages.

3. *Physical condition of the people*—There is considerable improvement compared with the state of affairs two months ago; the people are in better spirits, and no longer throng the camps of officers on tour with general supplications for assistance.

4. *Deaths due to starvation.*—None reported that can be accepted as verified. Diarrhœa has accounted for most of the deaths which have occurred in poorhouses and on works during the month. It is now happily abating.

5. *Food stocks and importation of grain.*—The country south of the Jumna is practically altogether dependant on imports. Trade has responded to the effective demand created by the expenditure of money on relief, and petty traders abound wherever they are required.

6. *General condition and prospects of affected area.*—A very good *mahua* crop and the spring harvesting have combined to ameliorate present conditions. But the numbers applying for relief may be expected to rise again. The spring crop is put at only a third of the normal in the less distressed part of the district.

7. *Changes in rates of wages, &c*—In the less distressed tahsils wages are calculated on a 12-*sér* basis, but south of the Jumna the basis of calculation has been returned as 10 *sérs*

JHÁNSI DISTRICT.

1. *Private relief, village and poorhouse relief*—

| | |
|-------------------------|-------------------------|
| Private relief | 1,666, relieved on 27th |
| Village relief | 10,432, " " |
| Poorhouse relief | 2,166, " " |

2. *General character of relief works.*—Roads and tanks. Five petty works in charge of the zamndárs under section 65 (a), Famine Code, were experimentally opened.

3. *Physical condition of the people.*—Pretty fair, but bad in the case of *Koris*, *Saharyas*, and low caste people.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain*—Food stocks are sufficient.

| | Mds |
|--------------------------|---------|
| Imports by rail | 35,826½ |
| Exports " | 2,470 |
| Excess of imports | 33,356½ |

6. *General condition and prospects of affected area.*—Almost the whole of the *rabí* is now cut. The yield has been good on irrigated lands, but the area is very circumscribed.

7. *Changes in rates of wages, &c.*—Sunday labour has been stopped, and persons who have been present on the works from Thursday to Sunday now get Sunday wages at minimum rates. No other change has been made, the wages being calculated according to the ready reckoner on staples selling at 10 *sérs* per rupee.

JALAIN DISTRICT.

1. *Private relief, village and poorhouse relief.*—Four poorhouses are open. Village relief is given in accordance with the provisions of Chapters V and X, Famine Code. Very little private relief is given.

2. *General character of relief works.*—Improvement of unmetalled roads and restoration of village tanks.

3. *Physical condition of the people.*—The physical condition of the people is, on the whole, satisfactory.

4. *Deaths due to starvation*—None.

5. *Food stocks and importation of grain*—Food stocks are sufficient.

6. *General condition and prospects of affected area*—The large numbers who left the relief works with a view to the harvesting of the *rabí* crops are returning to their districts, and will soon again seek relief on the works.

7. *Changes in rates of wages, &c.*—No change has been made.

MIRZAPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—Private relief is being distributed by the Indian Famine Charitable Relief Famine Committee through a Local Committee, and Rs. 5,400 have been distributed by that body during the month of March. The inmates of the poorhouses are being drafted off to their homes, to be relieved there under the village relief system. There were a few cases of cholera in the Lohndi and Lalganj poorhouses; prompt measures were taken, and the disease has disappeared. Village relief is being systematically distributed.

2. *General character of relief work.*—Relief works are generally well managed and properly supervised.

3. *Physical condition of the people.*—There is a marked improvement in the physique of the persons on relief works as well as those on village relief.

4. *Deaths due to starvation*—No deaths have yet been verified to be due to starvation.

5. *Food stocks and importation of grain.*—Food stock is sufficient in the markets and supplemented by imports from the eastern districts.

6. *General condition and prospects of affected area.*—There is some slight improvement in the condition of the people, and the *mahua* crop has helped in minimizing the severity of the distress to some extent. Though the numbers on relief works have considerably fallen at present, an increase must be soon apprehended.

7. *Changes in rates of wages, &c.*—The rates of wages have been reduced since last month.

FAMILY DOMAINS OF THE MAHARÁJA OF BENARES.

1. *Private relief, village works, and poorhouse relief.*—No private relief; no poorhouses. In affected tract, Chakia, the numbers on village relief are 3,393, and constitute 4·5 per cent. of the population. In Gangapur the number was 132, being 0·15 per cent., and in Bhadohi it was 840, the percentage being 0·3.

2. *General character of relief works.*—Works consist of embankments and deepening tanks.

3. *Physical condition of the people.*—Improving, but still backward in Naugarh.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Sufficient importation of rice proceeds. *Kharif* grains, nil.

6. *General condition and prospects of affected area.*—*Rabi* crop light and poor; area much below the average.

7. *Changes in rate of wages, &c.*—

| | | | |
|-----------------|-----------------------------|------------------------|---------------|
| Wages in Chakia | changed from 11- <i>sér</i> | rate to 12- <i>sér</i> | rate on 18th. |
| „ Naugarh | „ 9- <i>sér</i> | „ 10- <i>sér</i> | „ 28th. |

JAUNPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—Relief being given from the general fund. Village relief distributed weekly through all *patwáris* assisted by respectable residents. Three poorhouses open as before.

2. *General character of relief works.*—Digging and deepening tanks

3. *Physical condition of the people.*—Has improved considerably during the month. Harvesting operations have been general and the attendance at the works fell largely.

4. *Deaths due to starvation.*—No verified deaths from starvation.

5. *Food stocks and importation of grain.*—Imports still well in excess of exports. Food stocks sufficient, but prices still very high.

6. *General condition and prospects of affected area.*—Have improved, except in a small area to the east of Khutahan, where *rabi* also has failed.

7. *Changes in rates of wages, &c.*—Wages paid at 12-*sér* rate from March 1st, and intermediate system introduced on all but two works towards the close of the month.

GORAKHPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—The number in receipt of village relief is increasing, owing to the closing of some poorhouses. Private relief is given, notably in the Padrauna tahsil, by large landowners, and to a considerable extent by European planters in the Gorakhpur and Mahárajganj tahsils

2. *General character of relief works.*—Relief works have hitherto been large works on roads and roadside tanks under Public Works Department control. Intermediate works will now take their place. There are few 65(a) works. It is, with one or two exceptions, a difficult matter to get them taken up.

3. *Physical condition of the people.*—Improved considerably.

4. *Deaths due to starvation.*—One case of death by starvation has been verified by Mr. Burn. The deceased was to blame, as he was resident on the Rája of Tamkuhi's estate only three miles from the Rája's poor-house

5. *Food stocks and importation of grain.*—Food stocks are sufficient and being replenished by *rabi* cuttings.

6. *General condition and prospects of affected area.*—The *rabi* harvest operations drew many labourers from relief works in the middle of the month, but a rise is again apparent. There was rain during March, very heavy in some parts, but no damage has been reported, save around Gola.

7. *Changes in rates of wages.*—No change.

AZAMGARH DISTRICT.

1. *Private relief, village and poor-house relief.*—Village relief has been sufficient during March. So has poor-house relief. Private relief money has been allotted for clothes, and has been spent in aiding poor persons within the municipality.

2. *General character of relief works*—The relief works have generally been roads and village tanks; also *kankar* collection on 1st class roads.

3. *Physical condition of the people.*—The condition of the people has been very fair indeed.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Food stocks have been sufficient, and there has been a considerable local supply of wheat and barley. Of these grains, there has been very little importation. But gram and rice have been largely imported.

6. *General condition and prospects of affected area.*—The condition of the affected area improved materially during March. At present, too, it is far better than it was. The distressed tract in the south of the district needs careful attention.

7. *Changes in rates of wages, &c.*—Wages are good generally, and the relief works and railway supply whatever work is needed. The rates of wages on intermediate works give satisfaction.

LUCKNOW DISTRICT.

1. *Private relief, village and poor-house relief.*—Private relief in the city of Lucknow and in a few distressed Muhammadan towns of the district. Village relief system working smoothly; 16 per cent. were in receipt of this relief in the district. The poor-houses were well supervised, and the organization was good.

2. *General character of relief works.*—Raising district roads; constructing *thalas* thereon. A few tanks were started on the half repayment system. Improvements on Courts of Wards' estates were started.

3. *Physical condition of the people*—Improving. The village relief system was in full working order, and the labouring classes were in excellent physical condition. Work was available for all who were in need of it.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain*—Sufficient importations of wheat, barley, gram, and Burma rice into Lucknow have been considerable. This was partially exported to the district markets, which also received supplies from the crops reaped from the middle of the month.

6. *General condition and prospects of affected area.*—Condition has improved owing to the harvest, which commenced in the second week of March.

7. *Changes in rates of wages, &c.*—Eleven *sérs* from 1st March; 12 *sérs* from 7th March. The effect of the latter rate was to send people off the works to the fields, where their services were required in cutting the crops.

UNAO DISTRICT.

1. *Private relief, village and poor-house relief.*—Private charity not active. The necessity for village relief on a large scale still continues. Residents of the district have been largely removed from poor-houses.

2. *General character of relief works.*—Ten large works were open and one small village work (experimental). The work done consisted of raising and chaying unmetalled roads.

3. *Physical condition of the people.*—Is fair. No sickness on works, but in poor-houses deaths from dysentery still continue

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importations of grain.*—The stock of coarser grains is practically exhausted. Importations have decreased, new barley and peas meeting all demands.

6. *General condition and prospects of affected area.*—The people are busily engaged in getting in the *rabi*. The harvest is three parts complete. Pressure amongst the labouring classes is apprehended on its completion. The outturn is disappointingly low. The unirrigated crop has practically failed.

7. *Changes in rates of wages, &c.*—Up to the 5th wages were based on a staple at 10 *sérs*. From that date to the end of the month the 12-*sér* scale was in force.

RAL BARFLI DISTRICT.

1. *Private relief, village and poor-house relief.*—Local and tahsili committees organized for private relief from funds of Indian Charitable Relief Fund. Village relief under Chapter V and relief to *parda nashins*, &c, being given. Four poor-houses at the headquarters of each tahsil already in existence, where the numbers are now falling.

2. *General character of relief works.*—Special repairs to, and improvements of, roads as well as tank works under Public Works Department, where intermediate system has very recently been introduced. Small works consist of embankments and tanks

3. *Physical condition of the people.*—Not quite satisfactory, but improving

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Quite sufficient, and imports have considerably fallen.

6. *General condition and prospects of affected area.*—General condition is improving, and the prospects are more favourable owing to a fairly good *rabi*, which is generally being cut and brought to threshing floor. *Mahua*, which is generally consumed by the poorer classes, has been abundant. Field labour is also supporting a large number.

7. *Changes in rates of wages, &c.*—Twelve-*sér* scale introduced under orders of Government. Numbers much diminished all round, and a further decrease is expected owing to larger demand of field labour. Prices have also gone down, though not to any great extent.

SITAPUR DISTRICT

1. *Private relief, village and poorhouse relief.*—Private relief was practically confined to distributing clothing during the month. Lists have been prepared for distribution of aid to agriculturists and are under consideration. Under village and poorhouse relief the number has fallen 75 per cent.

2. *General character of relief works.*—The chief defect is short work; 9" is put down on the road and measured as a foot. Also there is reason to suspect false gang rolls on some works.

3. *Physical condition of the people.*—Good on the whole, and, as far as I can judge, it seems to be improving.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Supplies quite sufficient; exportation brisk; new grain was procurable in sufficient quantities; prices were fluctuating. The *khariif* grains are now becoming scarce.

6. *General condition and prospects of affected area*—Numbers on the works have fallen considerably. The condition of the people will remain good for about a fortnight or three weeks at least.

7. *Changes in rates of wages, &c*—No change.

HARDOI DISTRICT.

1. *Private relief, village and poorhouse relief*.—(a) A local committee has been formed to administer funds remitted by the Provincial Committee as well as those realized locally, and the distribution of relief from these funds has already been started.

(b) Village relief is administered by the special officers appointed for the purpose, and the lists undergo constant scrutiny.

(c) There are four poorhouses—one at the headquarters of each tahsil.

2. *General character of relief works*.—Constant raising and repair of roads; and the deepening of tanks [section 65 (a)].

3. *Physical condition of the people*.—There is some improvement in the condition of the people. The harvesting operations are in full swing, and people find employment on field labour.

4. *Deaths due to starvation*.—None reported.

5. *Food stocks and importation of grain*.—Food stocks are being replenished by the new grain. Rice and peas are imported from other districts.

6. *General condition and prospects of affected area*.—The progress of harvesting operations has improved matters slightly. The decrease in the numbers on relief works has been steady and is likely to continue till the middle of this month, when the return of the workers is expected. The prospects of the early *rabi* are fairly good, but the late crops have been almost entirely destroyed.

7. *Changes on rates of wages, &c*.—Private wages have risen. These on relief works are regulated in accordance with the Famine Code.

BARA BANKI DISTRICT.

1. *Private relief, village and poorhouse relief*—Numbers in poorhouses have declined considerably; chiefly the old, sick, and feeble left. Those now on village lists are all old, decrepit, blind, lame, &c. Owing to the harvest, private relief also has contracted somewhat.

2. *General character of relief works*.—A few village works. These are works started in January and February and are being finished off.

3. *Physical condition of the people*.—Good.

4. *Deaths due to starvation*.—Nil.

5. *Food stocks and importation of grain*—Stocks sufficient. Export of wheat has begun.

6. *General condition and prospects of affected area*.—Good. District was last week taken off the list of those officially distressed.

7. *Changes in rates of wages, &c*.—Nil.

Monthly Famine Statement B for the four weeks ending Saturday evening, the 27th March 1897

| Division. | District. | Maximum number (daily average for three months) for whom relief is required in case of serious famine. | Number of persons (daily average for three months) for whom relief was provided in the last programme of relief works | | Numbers for whom relief can be provided on works remaining on programme on date of report | | Expenditure since 1st November 1896 | | | Advances since 1st November 1896 up to end of month under report | | Revenue suspended since 1st Nov 1896 | |
|-------------|--|--|---|----------------|---|-----------------|-------------------------------------|-----------------------------------|---|---|-----------------------------|--------------------------------------|----------------------|
| | | | Date of publication of programme | On large works | On others | On large works. | On others | Date up to which accounts made up | On relief works (excluding gratuitous relief to dependants) | On gratuitous relief (including that to dependants on relief works) | Land Improvement Loans Act. | Agriculturists' Loans Act | Rupees in thousands. |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| AGRA. | Agra | 95,000 | 1st November 1896 | 79,000 | | 95,885 | 89,800 | 27th March 1896 | Rs 5,661 | Rs 87,179 | Rs 80,688 | Rs 19,200 | 53 |
| | Etawah | 20,000 | | 45,000 | 845 | 32,680 | 1,352 | | 64,074 | 8,062 | 22,161 | 18,815 | 40 |
| | Total, Agra Division | 45,000 | | 124,000 | 845 | 128,565 | 94,652 | | 69,785 | 45,241 | 52,847 | 33,015 | 93 |
| ALLAH-ABAD. | Cawnpore | 70,000 | | 95,000 | 8,558 | 84,671 | 100,000 | | 2,87,417 | 1,15,978 | 14,976 | 15,275 | 3,70 |
| | Fatehpur | 82,000 | | 47,000 | 37,245 | 29,390 | 26,962 | | 45,970 | 45,680 | 38,475 | 26,962 | 8,51 |
| | Banda | 200,000 | | 240,000 | 8,000 | 278,642 | 25,000 | | 9,11,869 | 1,94,702 | 44,941 | 25,937 | 3,32 |
| | Hamirpur | 75,000 | | 147,000 | 6,000 | 268,714 | 20,000 | | 2,84,798 | 1,17,354 | 14,423 | 28,898 | 2,13 |
| | Allahabad | 175,000 | | 84,000 | 50,000 | 193,126 | 50,000 | | 8,16,456 | 2,38,418 | 13,656 | 62,178 | 8,20 |
| | Jhansi | 75,000 | | 104,000 | 8,142 | 102,698 | 8,142 | | 3,00,807 | 37,074 | 15,498 | 6,985 | 66 |
| | Jalau | 100,000 | | 115,000 | 20,914 | 245,000 | 17,115 | | 8,88,709 | 88,755 | 23,597 | 15,947 | 2,75 |
| | Total, Allahabad Division | 727,000 | | 892,000 | 101,614 | 1,210,096 | 249,647 | | 32,35,528 | 8,37,859 | 1,65,567 | 1,81,582 | 24,37 |
| BENARES. | Mirzapur (including Family Domains of the Mahārāja of Benares) | 60,000 | | 48,000 | 22,847 | 160,000 | 50,000 | | *1,30,011 | *38,416 | 8,000 | 16,662 | 1,88 |
| | Jaunpur | 80,000 | | 55,000 | | 82,000 | | | 1,95,156 | 56,728 | 2,150 | 7,000 | 8,21 |
| | Total, Benares Division | 120,000 | | 98,000 | 22,847 | 242,000 | 50,000 | | 3,25,167 | 96,144 | 10,150 | 23,662 | 5,09 |
| GORAKHPUR. | Gorakhpur | 40,000 | | 155,000 | | 168,406 | | | 1,26,200 | 24,647 | 17,695 | 22,896 | 3,00 |
| | Azamgarh | 15,000 | | 255,000 | 10,000 | 263,215 | 8,000 | | 24,011 | 30,843 | 10,800 | 23,970 | 4,75 |
| | Total, Gorakhpur Division | 55,000 | | 408,000 | 10,000 | 426,621 | 8,000 | | 1,50,211 | 55,490 | 28,295 | 46,366 | 7,75 |
| LUCKNOW. | Lucknow | 80,000 | | 60,000 | | 81,847 | | | 2,13,885 | 1,42,150 | 31,975 | 80,340 | 1,50 |
| | Unao | 50,000 | | 51,000 | 8,979 | 117,004 | 8,979 | | 1,76,337 | 68,716 | 44,042 | 60,002 | 8,50 |
| | Rae Bareilly | 85,000 | | 67,000 | 4,000 | 32,832 | 11,295 | | 3,44,926 | 77,709 | 93,000 | 900 | 8,00 |
| | Sitapur | 40,000 | | 108,000 | 67,586 | 80,946 | 67,586 | | 2,13,233 | 66,917 | 20,500 | 5,520 | 2,77 |
| | Hardi | 160,000 | | 87,000 | 11,000 | 131,687 | 11,400 | | 4,42,413 | 2,19,258 | 36,998 | 47,316 | 1,55 |
| | Total, Lucknow Division | 408,000 | | 323,000 | 91,565 | 443,816 | 99,200 | | 13,90,194 | 5,69,810 | 2,26,515 | 1,94,078 | 12,32 |
| FYSAHAD. | Bara Banki | 10,000 | | 44,000 | 11,449 | 30,300 | 10,635 | | 1,16,982 | 21,769 | 44,447 | 33,443 | 2,00 |
| | Total, Fysabad Division | 10,000 | | 44,000 | 11,449 | 30,300 | 10,635 | | 1,16,982 | 21,769 | 44,447 | 33,443 | 2,00 |
| | Total, N-W Provinces and Oudh | 1,362,000 | | 1,829,000 | 298,420 | 2,481,398 | 432,174 | | 50,87,815 | 16,27,913 | 5,27,821 | 5,12,146 | 52,46 |

* Exclusive of expenditure incurred by the Mahārāja of Benares, which was—

On relief works
On gratuitous relief

Rs
44,936
10,412

Total --- 45,348

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 27th March 1897

| District | TEST RELIEF WORKS UNDER CIVIL AGENCY | | | | | | | | TEST RELIEF WORKS UNDER THE PUBLIC WORKS DEPARTMENT | | | | | | | | POORHOUSE RELIEF | | | | | | OTHER GRATUITOUS RELIEF | | | | | | Remarks | | | | | | | | | | |
|-----------------------------------|---|--|--------|-----------|--------|----------|----------------------------|-----------------------------------|---|---|--------|-----------|--------|--------|----------------------------|-----------------------------------|---|---|--------|-----------|--------|--------|----------------------------|-----------------------------------|--|--------|-----------|--------|---------|--------|---|-----------------------------------|------|---------------------|-------------------------------|--------------------------------|--------------------------|--------|-----------|
| | Number open during period under report. | Number of labourers on last day of period under report | | | | during | Expenditure during period. | Expenditure from out-set to date. | Number open during period under report. | Number of labourers on last day of period under report. | | | | during | Expenditure during period. | Expenditure from out-set to date. | Number of poorhouses open during period under report. | Number of inmates on last day of period under report. | | | | during | Expenditure during period. | Expenditure from out-set to date. | Number in receipt of gratuitous relief on last day of period under report. | | | | | during | Expenditure during period under report. | Expenditure from out-set to date. | | | | | | | |
| | | Men | Women. | Children. | Total. | | | | | Men. | Women. | Children. | Total. | | | | | Men. | Women. | Children. | Total. | | | | Men. | Women. | Children. | Total. | | | | | Men. | Women. | Children. | Total. | Men. | Women. | Children. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | | | | | | | | | | | |
| Dehra Dún | 6 | 573 | 3 | 99 | 475 | Rs 1,107 | Rs. 7,490 | | | | | | | Rs. | Rs. | | | | | Rs. | Rs. | | | | | | | | | | | | | | | | | | |
| Total, Meerut Division | 6 | 573 | 3 | 99 | 475 | 1,107 | 7,490 | | | | | | | Rs. | Rs. | | | | | Rs. | Rs. | | | | | | | | | | | | | | | | | | |
| Muttra .. | 2 | 82 | 24 | 7 | 63 | 902 | 1,340 | 8 | 177 | 78 | 71 | 326 | 16,306 | 71,599 | 2 | 61 | 31 | 32 | 164 | 475 | 1,300 | 1,305 | 3,120 | 1,506 | 6,331 | 8,689 | 15,198 | | | | | | | | * One closed before 7th March | | | | |
| Farakhsad | | | | | | 260 | 2,350 | 1 | 6 | | | 6 | 1,655 | 6,077 | 3 | 265 | 172 | 176 | 613 | 2,356 | 9,739 | 490 | 932 | 4,20 | 1,761 | 3,504 | 18,004 | | | | | | | | | | | | |
| Mainpuri | | | | | | | | 1 | 13 | 1 | 6 | 19 | 136 | 1,042 | 2 | 19 | 16 | 24 | 68 | 394 | 2,877 | 672 | 767 | 200 | 1,629 | 886 | 4,790 | | | | | | | | | | | | |
| Etah .. | 11 | 16 | 8 | | 19 | 311 | 364 | 12 | 94 | 5 | 14 | 113 | 1,575 | 4,538 | 23 | 67 | 39 | 31 | 127 | 334 | 1,590 | 103 | 710 | 96 | 1,008 | 956 | 4,261 | | | | | | | † Now closed | | | | | |
| Total, Agra Division | 3 | 48 | 27 | 7 | 82 | 1,870 | 4,064 | 7 | 290 | 84 | 90 | 484 | 18,601 | 85,856 | 10 | 432 | 267 | 268 | 962 | 3,468 | 16,512 | 2,660 | 6,528 | 1,931 | 10,019 | 14,636 | 42,458 | | | | | | | ‡ Two since closed. | | | | | |
| Bareilly | | | | | | | | 5 | 66 | 66 | 44 | 157 | 16,969 | 81,060 | 2 | 46 | 34 | 15 | 94 | 680 | 4,373 | 340 | 391 | 36 | 767 | 234 | 1,424 | | | | | | | | | | | | |
| Bijnor | | | | | | | | 2 | 200 | 120 | 119 | 445 | 3,184 | 12,676 | 4 | 330 | 429 | 480 | 1,230 | 5,234 | 9,638 | 162 | 440 | 88 | 680 | 513 | 612 | | | | | | | | | § One closed on 18th March | | | |
| Dudaul | | | | | | 70 | 4,326 | 11 | | | | 781 | 5,556 | 1 | 48 | 39 | 85 | 122 | 231 | 1,479 | 26 | 7 | 3 | 26 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Moradabad | | | | | | | 1,388 | 3 | 68 | 18 | 37 | 193 | 15,396 | 26,000 | 4 | 184 | 156 | 162 | 505 | 2,147 | 5,368 | 155 | 213 | 180 | 608 | 730 | 1,007 | | | | | | | | | | | | |
| Ahmednagar | 1 | 30 | 17 | 16 | 63 | 463 | 12,281 | 17 | | | | 1,802 | 4,741 | 4 | 240 | 300 | 203 | 761 | 3,679 | 16,842 | | | | | **1,246 | 2,415 | 6,083 | | | | | | | | | ¶ All closed before 27th March | | | |
| Pilibhit | | | | | | | | 5 | 188 | 242 | 63 | 518 | 6,150 | 20,453 | 3 | 41 | 69 | 60 | 193 | 611 | 6,281 | 333 | 596 | 401 | 1,329 | 1,436 | 2,954 | | | | | | | | | | ¶ Details not available. | | |
| Total, Rohilkhand Division | 3 | 80 | 17 | 15 | 62 | 623 | 18,065 | 23 | 500 | 514 | 208 | 1,313 | 43,342 | 99,676 | 18 | 901 | 1,032 | 981 | 2,914 | 10,789 | 42,886 | 1,006 | 1,645 | 664 | 4,561 | 5,921 | 11,886 | | | | | | | | | | | | |

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 27th March 1897—(Concluded).

| District | TEST RELIEF WORKS UNDER CIVIL AGENCY | | | | | | | | TEST RELIEF WORKS UNDER THE PUBLIC WORKS DEPARTMENT | | | | | | | | POORHOUSE RELIEF | | | | | | OTHER GRATUITOUS RELIEF | | | | | | Remarks. | | | |
|---------------------------|---|---|--------|-----------|--------|----------------------------|------------------------------------|---|---|--------|-----------|--------|----------------------------|------------------------------------|---|---|------------------|-----------|--------|----------------------------|------------------------------------|--|-------------------------|-----------|--------|---|------------------------------------|--------------------------------------|----------|--|--|--|
| | Number open during period under report. | Number of labourers on last day of period under report. | | | | Expenditure during period. | Expenditure from out-sets to date. | Number open during period under report. | Number of labourers on last day of period under report. | | | | Expenditure during period. | Expenditure from out-sets to date. | Number of poorhouses open during period under report. | Number of inmates on last day of period under report. | | | | Expenditure during period. | Expenditure from out-sets to date. | Number in receipt of gratuitous relief on last day of period under report. | | | | Expenditure during period under report. | Expenditure from out-sets to date. | | | | | |
| | | Men. | Women. | Children. | Total. | | | | Men. | Women. | Children. | Total. | | | | Men. | Women. | Children. | Total. | | | Men. | Women. | Children. | Total. | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | | | | |
| Banares | | | | | | Rs. | Rs. | † | | | | | Rs. | Rs. | ‡ | 216 | 178 | 130 | 514 | Rs. | Rs. | 1,324 | 4,409 | 1,551 | 7,384 | Rs. | Rs. | 4,605 | 18,237 | * Closed before 27th Mar. † Maintained from municipal and private funds. | | |
| Total, Banares Division | | | | | | | | 1 | | | | | 94 | 2,209 | ‡ | 216 | 178 | 130 | 514 | | | 1,324 | 4,409 | 1,551 | 7,384 | 4,605 | 18,237 | | | | | |
| Basii | 98 | 383 | 229 | 109 | 781 | ‡ | ‡ | 1 | 80 | 74 | 87 | 241 | ‡ | ‡ | 4 | 114 | 131 | 160 | 405 | 1,002 | 9,573 | 465 | 712 | 149 | 1,326 | 1,472 | 8,060 | ‡ Expenditure met by District Board. | | | | |
| Total, Gorakhpur Division | 98 | 383 | 229 | 109 | 781 | | | 1 | 80 | 74 | 87 | 241 | | | 4 | 114 | 131 | 160 | 405 | 1,002 | 9,573 | 465 | 712 | 149 | 1,326 | 1,472 | 8,060 | | | | | |
| Kheri | | | | | | | | 2 | 188 | 161 | 47 | 394 | 2,808 | 3,053 | 3 | 71 | 46 | 34 | 151 | 350 | 908 | 5 | 44 | 5 | 54 | 1,217 | 3,317 | | | | | |
| Total, Lucknow Division | | | | | | | | 2 | 188 | 161 | 47 | 394 | 2,808 | 3,053 | 3 | 71 | 46 | 34 | 151 | 350 | 908 | 5 | 44 | 5 | 54 | 1,217 | 3,317 | | | | | |
| Fyzabad | 32 | 106 | 132 | 13 | 251 | 1,077 | 21,184 | 66 | | | | | 2,303 | 21,613 | 3 | 129 | 140 | 110 | 379 | 2,281 | 11,673 | 329 | 654 | 346 | 1,526 | 3,227 | 6,713 | ‡ Closed before 27th March. | | | | |
| Gonda | 15 | 288 | 196 | 119 | 616 | 1,870 | 13,124 | 16 | 67 | 46 | 53 | 165 | 1,401 | 13,882 | 2 | 133 | 106 | 91 | 331 | 1,068 | 8,313 | 70 | 174 | 40 | 284 | 1,297 | 1,579 | ‡ Four closed before 27th March. | | | | |
| Sultānpur | 46 | 138 | 70 | 27 | 330 | 8,872 | 27,036 | 93 | | | | | 2,700 | 33,756 | 2 | 46 | 60 | 37 | 145 | 1,550 | 9,979 | 148 | 269 | 50 | 487 | 1,788 | 8,069 | | | | | |
| Parāibgarh | 108 | 34 | 44 | 9 | 87 | 25,896 | 25,896 | 54 | | | | | 10,312 | 36,338 | 3 | 120 | 124 | 151 | 395 | 1,783 | 7,342 | 430 | 1,071 | 260 | 1,764 | 3,656 | 8,025 | | | | | |
| Total, Fyzabad Division | 196 | 571 | 445 | 168 | 1,124 | 32,215 | 82,300 | 18 | 67 | 46 | 53 | 165 | 16,718 | 1,06,989 | 10 | 480 | 430 | 390 | 1,299 | 4,779 | 37,906 | 977 | 2,371 | 696 | 4,044 | 8,365 | 23,223 | | | | | |
| TOTAL, N-W P AND OUDH | 506 | 1,406 | 721 | 458 | 2,584 | 35,224 | 1,18,839 | 52 | 1,129 | 879 | 569 | 2,577 | 81,456 | 2,94,883 | 48 | 2,164 | 2,074 | 1,848 | 6,186 | 22,441 | 1,06,686 | 6,337 | 14,700 | 4,996 | 27,288 | 36,515 | 1,00,276 | | | | | |

No. C. 3067-F., dated Lucknow, the 5th May 1897.

From C. W. Odling, Esq., Secretary to the Government of the North-Western Provinces and Oudh, Public Works Department, to the Secretary to the Government of India, Department of Revenue and Agriculture.

With reference to your letter No. 927-F., of the 25th March last, forwarding printed papers relating to famine relief operations in Bengal and asking for such information as this Government may have at hand regarding the average quantity of work done by relief workers on the relief-works in the several districts of these provinces and the average cost of earthwork executed under famine

conditions, I am directed to enclose a statement* giving this information for the month of February as regards Gorakhpur and Azamgarh Districts adjacent to some of the Bengal Districts mentioned in the correspondence received. The

cost of earthwork† per 1,000 cubic feet in Gorakhpur and Azamgarh is higher than in Saran but less than in Champaran.

2. The conditions which prevail in these provinces appear however, so far as the severely distressed districts are concerned, to be widely different from those which obtain in Bengal. Practically, except in a few districts adjacent to Bengal, like Gorakhpur and Azamgarh, and in the Rohilkhand and Agra Divisions, where scarcity, and not famine, prevails, four carriers, mainly women and children, have to be employed for every digger whether required by the nature of the work or not. These and other circumstances regarding the conduct of relief operations in the North-Western Provinces and Oudh are discussed in some detail by Colonel Pulford and Mr. Palmer, Superintending Engineers, to whom the matter was referred.

3. The point to which attention has been primarily directed, both in the present and the Bundelkhand famine in the early part of 1896, has been the expenditure per unit relieved. As much care is required and has, as a matter of fact, been taken to ensure a sufficient sum being allowed so as to prevent any tendency to unnecessary expenditure. But the necessity of rendering the task sufficiently severe to deter all not in real distress from attending the works has never been lost sight of. As pointed out in the notes by both Superintending Engineers there has been a tendency to fix the task so high that in districts where the soil is hard the workers could not perform it. With a task of 60 cubic feet and the wages fixed on a basis of 10 seers per rupee the rate, if full tasks were executed by all diggers, would be Rs. 6-4 per 1,000 cubic feet and the average task per worker 12 cubic feet dug and carried. In practice the average task is always less than the full task and the actual cost per 1,000 cubic feet (on the basis mentioned) in excess of the sum stated. On the other hand, there are districts (those in Rohilkhand may be taken as examples), where the task has been fixed as high as 125 cubic feet per digger without complaint, and where the average rate for February was lower than in Gorakhpur.

4. The differences between the black cotton and *morum* soil of the greater part of Allahabad and Bundelkhand and the loose soil to be found in other districts and also the differences in the ordinary occupations of the people (some districts containing a large proportion of professional *beldars*) is in fact such that any comparison of rates as an index of efficient management of famine relief operations must be misleading, even if the number of carriers necessarily but not effectively employed, to which reference has already been made, is left out of the question. Over small areas of similar character as regards soil and people such comparison may no doubt be usefully made. In the whole province during the month of February 3,320 lacs of earthwork, costing †Rs. 19,30,444 in wages of workers

(excluding dependants), were executed, the average rate being, as stated by Sir Antony MacDonnell at a meeting of the Legislative Council of these provinces, Rs. 6 per 1,000 cubic feet. Seeing that three-fifths of the expenditure was in the Allahabad and Lucknow Divisions in which severe distress prevails, it is unlikely that under any system of management substantially more work could have been obtained and any diminution in the expenditure would have rendered the relief afforded less than

was necessary for sustaining the workers in a proper condition of strength and health. One result of the consideration exercised has been a marked improvement in the condition more especially of the children, but also of the men and women who have, in districts where there has been a fair harvest, left the works, in many cases, it is hoped, not to return.

5. It must not be forgotten that the works carried out have been selected with the object of giving employment to all requiring it in localities where distress exists (in these provinces mostly severe distress) and that having regard to the physical condition of the people, it was not possible to take as the chief object to be aimed at, the execution of the works at the lowest rate. The difficulty in localities severely distressed has in fact been to find sufficient suitable employment for the large number of persons requiring relief within a small area. Works where the lead is long and lift considerable have been deliberately preferred. In works not of this character, it has been found absolutely necessary in works carried out on the intermediate system to raise the rates so that some employment could be given to persons, not really required, but for whom means of subsistence had to be found and the Lieutenant-Governor has lately sanctioned such increase as may be necessary in the rates fixed to admit of all persons capable of working as carriers but not diggers being taken on.

Cost of Works in the Gorakhpur and Azamgarh Districts for February 1897.

Famine Code Works only.

| | | | Cubic feet. | Cost Rs |
|--|-------------|-------------|-------------|---------|
| Quantity . . . | Gorakhpur | | 1,15,52,578 | |
| | Azamgarh | | 19,88,999 | |
| | | | Rs A. P | |
| Rate workers only ... | Gorakhpur | | 3 11 11 | |
| | Azamgarh | | 3 2 8 | |
| Rate, including workers and dependants. | Gorakhpur | | 3 14 10 | 45,351 |
| | Azamgarh | | 3 5 7 | 6,661 |
| | Gorakhpur | Azamgarh. | | |
| Men workers . . . | 2,66,755 | 32,504 | | |
| Diggers .. . | 1,37,304 | 26,003 | | |
| All workers . . . | 6,86,523 | 96,978 | | |
| Dependants . . . | 1,15,548 | 20,956 | | |
| Quantity . . . | 1,15,52,578 | 19,88,999 | | |
| | Cubic feet. | Cubic feet. | | |
| Quantity per digger ... | 84 I | 76·5 | | |
| Quantity per worker | 16·8 | 20 5 | | |
| Average daily wage, including dependants | 10·85 | 10 84 | | |
| Average daily wage workers only | 12 60 | 12 46 | | |

N B—This return does not include works carried out on the intermediate system shown in the statement following

C. H. HOLME,

Executive Engineer.

28th April 1897.

B.

Statement showing quantity and rate per 1,000 cubic feet of earthwork executed during February 1897.

| No. | Division. | Quantity of work done. | Expenditure | | Average cost per 1,000 cubic feet. | | | REMARKS |
|-----|------------------|------------------------|-------------|-------|------------------------------------|----|----|--------------------------------------|
| | | | Rs. | A. P. | Rs. | A. | P. | |
| 1 | Agra . . . | 2,90,41,711 | 99,183 | 0 0 | 3 | 6 | 7 | *Cost includes wages of workers only |
| 2 | Rohilkhand . . . | 1,30,82,210 | 43,942 | 0 0 | 3 | 5 | 8 | |
| 3 | Fyzabad | 2 44,13,478 | 88,487 | 0 0 | 3 | 9 | 11 | * |
| 4 | Lucknow | 9,53,42,182 | 5,44,401 | 0 0 | 5 | 11 | 4 | † |
| 5 | Benares .. . | 1,95,62,195 | 1,19,648 | 0 0 | 6 | 1 | 10 | † |
| 6 | Gorakhpur ... | 1,57,01,777 | 56,087 | 4 3 | 3 | 9 | 1 | * |
| 7 | I Allahabad ... | 5,58,07,432 | 4,56,693 | 0 0 | 8 | 2 | 10 | † |
| 8 | II Allahabad ... | 6,91,27,352 | 5,22,002 | 11 11 | 7 | 8 | 9 | † |
| | Total | 32,20,78,337 | 19,30,444 | 0 2 | 5 | 15 | 10 | |

* Includes both Intermediate and Famine Code works. † Famine Code works only.

C. W. ODLING,

*Secy. to Govt., N.-W. P. and Oudh,
Public Works Department.*

Cost of earthwork by Famine Relief Workers.

Note by C. G. Palmer, Esq., M.I.C.E., Additional Superintending Engineer, Famine Relief Works, 3rd Circle, Provincial Works, North-Western Provinces and Oudh, dated the 5th April 1897.

The question is raised in the Bengal rates communicated in the papers which are attached to the Government of India letter No. 927-F., dated the 25th March 1897, addressed to the Secretary to Government, North-Western Provinces and Oudh, Scarcity Department.

2. A pamphlet on "Tasks for Famine Relief Workers," by the Chief Engineer of Bengal, is the basis for the tasks. These are primarily based on a rate of Rs 1-2 per 1,000 cubic feet for soft earth with a "lead" of 50 feet and "lift" of 3 feet with ordinary labour. The rate is extraordinarily low. I know of no part of these Provinces where even silt clearing can be done at that rate. The lowest rate with that lead and lift would be Rs. 1-8 in the North-Western Provinces.

3. The method of working out the various rates for different soils is to allow enough diggers for each class of work and add the requisite number of carriers, then to credit a proportionate quantity of the whole work to each man, woman and child engaged on it. This introduces some confusion of thought in dealing with the subject and obscures the real facts, which are, that the whole work is dug by the digger, and no one else has any hand in digging the "task," but the digger must have as many carriers as are required for the quantity he can dig. I think it can be better put in another way.

4. The working postulates of the pamphlet consist of certain *data* stated in relation to ordinary labour.

- (i) With a lead of 50 feet and lift of 3 feet, the whole carriage of 1,000 cubic feet of earth can be done by 3 women and 3 children.
- (ii) A child may be considered to carry three quarters as much as a woman.
- (iii) Three annas should be added to the earthwork rate for the cost of additional carriage involved in every addition of 50 feet to the lead or of 3 feet to the lift.
- (iv) Famine labour is able to perform three-fifths of the task of ordinary labour.
- (v) The task of excavation only, for diggers, should be—

| Soil | CUBIC FEET PER DIEM. | | | REMARKS |
|---------------------|----------------------|-------------------------|-----|---|
| | ORDINARY LABOUR | UNDER FAMINE CONDITIONS | | |
| | Full | Full | Low | |
| Soft or sand | 330 | 200 | 170 | When women are employed as diggers they should do $\frac{2}{3}$ of the task of a man. |
| Medium | 200 | 130 | 100 | |
| Hard | 143 | 85 | 55 | |

From these we get two corollaries :—

- (vi) Applying postulate (iv) to postulate (i) we get that with famine labour 5 women and 5 children are required for the carriage of 1,000 cubic feet, up to a lead of 50 feet and lift of 3 feet
- (vii) Applying (iv) and (ii) to (iii) we get that supposing the extra 3 annas for additional lead or lift with ordinary labour to mean 1 woman and 1 child, then with famine labour we must have $\frac{1}{4} \times \frac{5}{3} = \frac{5}{12}$ of a woman added to the carriers for every additional 50 feet lead or 3 feet lift. In practice, say 2 women and a child.

5. As regards the tasks of postulate (v) in my opinion those of the soft and medium soils are far too high unless it is clearly understood that "soft or sand" is practically *sand*, and the "medium" is what is called "sandy loam" in the North-Western Provinces Rules, paragraph 47. With this provision the Bengal tasks are practically identical with those of the North-Western Provinces; but the latter have no task laid down for sand.

6. The present note is written in connection with the famine relief works of the Allahabad Revenue Division, comprising the districts of Allahabad, Fatehpur, Cawnpore, Banda, Hamirpur, Jhansi, and Jalaun. Excepting Cawnpore and the northern parts of Allahabad the whole of this country is in the *trans-Jamna* Bundelkhand tract. In that tract the prevailing soil is black-cotton soil, or *Kabar*, or the underlying Rankar, or *Moorum*. Black-cotton soil in its dry condition is tough and hard beyond any other soil I have experience of. *Kabar* is hard but less tough and Rankar is filled with small stones. *Moorum* is practically an earthen rock. Most of the soil in Cawnpore and Northern Allahabad is a very hard clay. By far the greatest part of the work is located in the Bundelkhand tract. The tanks we are digging deeper are dead dry, most of them were merely wetted during the last rainy season and are now as hard as any other part of the ground. We are thus working everywhere in very hard soil, and for the purpose of relief works in the Allahabad (Revenue) Division it is only necessary to examine the results of applying the above postulates to the hardest class of soil.

7. Doing this, we obtain the following rates and figures :—

I.—1,000 cubic feet of road work: hard soil: task per digger 55 c. ft.
10 seer rate of wages.

| | Rs. | A. | P. |
|------------------------------------|-----|----|----|
| 18 diggers at 7 pice each | 1 | 15 | 6 |
| 5 women at 5 pice each | 0 | 6 | 3 |
| 5 children at 3 pice each | 0 | 3 | 9 |
| Total cost | 2 | 9 | 6 |

This would leave all the lumps unbroken and the road a mere spoil bank of rough clods. It would give employment to 10 women and children for every 18 strong men fit to dig in very hard soil.

II.—1,000 cubic feet of tank deepening. Task and wage rate as before, mean lead nearly 200 feet.—In deepening tanks the spoil is cast on or beyond existing spoil banks on three sides of the tank, and the mean lift is about 15 feet.

| | Rs. | A. | P. |
|--|-----|----|----|
| 18 diggers at 7 pice each | 1 | 15 | 6 |
| 5 women at 5 pice and 5 children at 3 pice | 0 | 10 | 0 |
| Add for 150 ft. { 6 women at 5 pice | 0 | 7 | 6 |
| additional { 3 children at 3 pice | 0 | 2 | 3 |
| lead. { | | | |
| Add for 12 ft. { 8 women at 5 pice | 0 | 10 | 0 |
| additional { 4 children at 3 pice | 0 | 3 | 0 |
| height. { | | | |
| Total cost | 4 | 0 | 3 |

This would give occupation to 31 women and children for every 18 strong men fit to dig in very hard soil; and the carriers could not do the work.

8. In the road rate the work would not be completed, but only earth thrown up in lumps. In the tank rate the allowance of carriers is altogether insufficient, as the following calculation shows :—

9 The carriers allowed are 19 women and 12 children. On the basis of each child doing $\frac{2}{3}$ ths of a woman's work the children would be equal to 9 women; and the carriers allowed would thus be equal to $19 + 9 = 28$ units of women carriers. Earth weighs 120 lbs. per cubic foot. Supposing each such woman carried 25 lbs. of earth at each trip (a very full allowance for weakly people), the 28 units would have to make $\frac{120,000}{25} = 4,800$ trips in the day, or on an average each unit would make 172 trips in the day. Each trip would involve going laden 200 feet in length and 15 feet height, and returning the same unladen. The whole carrying to be done by each famine worker woman would thus amount to walking a little over $6\frac{1}{2}$ miles laden, climbing a hill 2,580 feet high still laden, descending a hill 2,580 feet high unladen, and then walking back a little over $6\frac{1}{2}$ miles unladen. The weakly famine woman would thus have to walk in all more than 13 miles a day over a hill 2,580 feet high in the middle, and carrying a load of 25 lbs. to the top of the hill.

10. Taking another view of it. Even on tank-work of this description the allowance of carriers is only 31 women and children to 18 diggers. In the Public

Works Department Relief Works of the Allahabad Commissionership the average number of workers attending for the week ending 27th March (exclusive of all dependants, *i.e.*, adults too feeble to work in any way, and all children under seven years of age) were 129,362 men, 173,780 women, 112,177 children over seven years of age, in all 415,319 persons. They were formed into 7,000 gangs very nearly, thus using 7,000 of the men as "mates;" quite 8 per cent. of the men are unfit to dig even in medium soil and over 5 per cent. are taken up in the miscellaneous gangs for water arrangements, conservancy, etc.; the remainder may be counted as possible diggers.

| | | | |
|---------|---------------------------------|--------|---------|
| Deduct— | We thus get total number of men | ... | 129,362 |
| | Mates of gangs | ... .. | 7,000 |
| | 8 per cent. unfit to dig | ... .. | 10,349 |
| | 5 per cent. miscellaneous work | ... .. | 6,468 |
| | | | 23,817 |
| | Balance useable as diggers | ... | 95,545 |

On the basis of 31 women and children to every 18 diggers in tank there would thus be employment for $\frac{95,545 \times 31}{18} = 164,590$ women and children; but we had 285,957 of them, so that over 120,000 would have been left without employment.

11. Another point of these rates is that they entirely leave out the wages of mates, special gangs, dressing gangs, and all other persons not actually engaged on the task work: this alone makes a considerable difference in the apparent cost of work.

12. The system in the North-Western Provinces is altogether different. Work has to be found for all women and children fit to work that come for relief. As in the above example taken from the week ending 27th March 1897, there are about 95,500 men, whom it would be possible to employ as diggers, to about 286,000 women and children. Many of the women are weakly, many of the children are not much over 7 years of age; in all there are almost exactly 3 carriers to every possible digger: many of the possible diggers are not fit to dig hard earth, and so are set to carrying, and paid as carriers. Then in road work there are, as a rule, 3 carriers to every digger, and these also break up the clods and rough dress the road, the final dressing being done by special gangs; while in tank work there are, as a rule, 4 carriers, little and big, to every digger.

13. The following analysis of 30 gangs on tank-work near Meja (South Allahabad) as they stood on 27th February shows what the minimum rate must be with a task of 60 cubic feet and wages on the 10 seer basis.

Analysis of 30 gangs from the gang-registers.

| Class. | No | Rate per day | | Amount for one day | | | |
|---------------------|-------|---|---|--------------------|-------|---|----------------|
| | | A. | P | Rs. | A. P. | | |
| Mates | 30 | 2 | 3 | 4 | 3 | 6 | |
| Men diggers .. . | 379 | 1 | 9 | 41 | 7 | 3 | |
| Men carriers | 160 | 1 | 3 | 12 | 8 | 0 | |
| Women carriers | 823 | 1 | 3 | 64 | 4 | 9 | |
| Children, class I . | 202 | 1 | 0 | 12 | 10 | 0 | 12 to 16 years |
| Children „ II. ... | 225 | 0 | 6 | 7 | 0 | 6 | 7 to 12 years. |
| Total | 1,819 | Average per worker unit in pies, 15 00. | | 142 | 2 | 0 | |

14. There are thus 1,410 carriers, little and big, to 379 diggers, or in the proportion of 3.72 to 1. If the whole of the 379 diggers completed their task of 60 cubic feet they would dig 22,740 cubic feet in the day, and the cost of the work would be almost exactly Rs. 6.4 per cubic feet. This rate would be for the gangs entirely employed on task work and would exclude the workers necessarily employed on water-supply, conservancy, dressing up work, etc., etc., as well as the pay of moharrirs and other establishment. In the north of Allahabad the task is 85 feet in tanks and 100 feet in roads, and the rate of wages is on the 12 seer basis, and there the minimum cost of earthwork would work out to a lower rate, but unfortunately three-fourths of the relief attendants of Allahabad are in the tract south of the Jumna : and in Banda, Hamirpur, and Jhansi a still greater majority are under conditions similar to those south of Allahabad. I think there is some error in the Cawnpore figures and will look into the matter. The other rates are reasonable

15. The Bengal accounts show the wages of workers on task-work separately from the others, and as a means of obtaining the bare cost of the task-work it has advantages ; if it is considered desirable I can have that system introduced at an early date.

16. The rate of the work done can be kept down by increasing the proportion of diggers wherever possible, and exacting digging tasks from the additional diggers ; but this cannot be done to any large extent as the ground is so very hard and so many of the men are weakly. A weakly man being proportionately much more ineffective in hard soil than in soft.

17. The tasks in force have been the subject of frequent experiment. We began with larger tasks, but have been driven to the lower ones by the proved incapacity of the diggers to do more. In the south of Allahabad we began with tasks of 90 cubic feet for strong men, but they could not do it : we are now getting the full 60 cubic feet almost everywhere, and at present cannot get more. Similarly, in other places, with a sandy loam, like that of Ballia for instance, the men could do more than double the work ; but the soil we have to deal with is of very different texture, and our experience is that if the task is fixed within the capacity of the men they will make an effort to complete it ; but if it is beyond their capacity they do not try to do as much as they could ; because the fines for short work bring their wages down so close to *minimum* rates that the difference is not worth working for. In effect, they do less work with a disproportionate task than with one that is within their power ; the work really done is a little dearer, and at the same time the incessant fines cripple the main object of the work ; which is, to afford effective relief to those who require it, and will work for it. This is the main object of all relief work and it must not be lost sight of in the procedure adopted for giving relief.

Note by Colonel R. R. Palford, R. E., Superintending Engineer, 2nd Circle, Public Works, regarding earthwork rates on Famine Relief Works

It may be well to state at starting that the conditions under which famine earthworks are carried out, are in themselves so entirely distinct and different from those under which regular earthwork on a large scale is ordinarily carried out, that it is not strictly correct to compare one class with the other, in respect of cost of execution.

Starting, however, with the rates usually in force under ordinary conditions, the following may be taken as typical rates for earthwork executed by contract on large railway banks. The chief contractor gets Rs. 1-12 per 1,000 cubic feet for earth dug and placed in bank up to a height of 4 feet and with a lead of 1 chain. For every extra foot of height in the bank he gets 1 anna per 1,000 cubic feet, and for every extra 100 feet of lead he gets 8 annas per 1,000 cubic feet.

The first contract is, as a rule, sublet amongst a number of petty contractors at Rs. 1-6 the 1,000 cubic feet and the other extras for increased lead and lift.

The actual workers get 2 annas per 100 cubic feet and a certain proportion (not the whole) of the extra allowance.

The men who work are professional workers and both men and women are of splendid physique. Two men or a man and a woman will, in moderately hard soil, dig and carry under the ordinary conditions about 250 cubic feet to 300 cubic feet in a day. To do this they scarcely ever cease working and use two baskets. As a result the two workers earn 5 annas to 6 annas between them, i.e., they get 10 pice or 12 pice each. Now if the ordinary famine workers were put to do the same class of work, the digger, even at contract rates, would not be able to excavate more than from 100 cubic feet to 125 cubic feet and the carrier would not be able to carry more than from 50 cubic feet to 60 cubic feet. That is to say for every 100 cubic feet or 125 cubic feet we should require at least one fairly strong digger and two fairly strong carriers. The regular famine workers are, so far as my experience goes, not capable of digging in the Oudh soil more than 100 cubic feet, and the average may be taken at, say, 65 cubic feet to 70 cubic feet. This is to be taken as referring to people who are working on a daily wage for fixed full tasks, beyond which they cannot earn anything. If they do less than the full task, they can be and are fined. From what I have seen and heard however, there is a striking difference between men working for contract rates and without any fixed limit, as to what can be earned and men working "amani" or on daily wages. The former are prepared to earn as much as they can, and to work for it, the latter are content as a rule to earn the lowest wages possible after deducting fines. But it must be also noted that the ordinary famine worker would not consider himself competent to work on regular contract terms, whilst the professional *beldar* would hardly find it worth his while to work under Famine Code Rules and rates.

The rates which have been worked up to in Oudh vary largely. The lowest was obtained for a few days only whilst our intermediate system was in force at Kheri by which one digger on 6 pice and 1 carrier on 4 pice had to do 100 cubic feet. This gave a rate of Rs. 1-9 per 1,000 cubic feet exclusive of dressing. But the Commissioner objected, and rightly I think, that the ordinary people could not possibly do the task without an extra carrier on 4 pice. This is the intermediate system now ordinarily in force with the contract incentive of an extra pice all round, if a full extra 25 cubic feet are executed. But, as His Honour already knows, for localities really distressed even this scale is not sufficiently elastic to meet the cases of all comers who ask for relief in return for work. In Hardoi we have an example of a really distressed district, and here we have a task of only 50 feet being performed and that with difficulty. The daily wages for such a task after deducting fines would be about 18 pice = $4\frac{1}{2}$ annas per 50 cubic feet = 9 annas per 100 cubic feet, or a rate of Rs. 5-10 per 1,000 cubic feet. When to this we add wages for Sundays, wages for days when the charge is moving and other ineffective charges, we easily reach a high total.

From a scrutiny of the numbers of all classes who have come to the famine works in Oudh, it appears that the following are approximately the proportion of each, viz. :—

| | |
|----------------|--|
| Workers | |
| $\frac{2}{10}$ | Fairly strong men |
| $\frac{1}{10}$ | Weakly men. |
| $\frac{4}{10}$ | Women fit for carriers. |
| $\frac{3}{10}$ | Children under 16 and above 7 years. |
| Dependants | |
| $\frac{1}{4}$ | Of the workers chiefly children below 7. |

That is to say for every able bodied digger 4 other workers of sorts have to be provided for. It is this proportion which I selected as the basis of the gang organisation in Oudh, and on which the actual rates on the regular famine works are based.

Taking an average task as actually executed throughout at 65 cubic feet, the full daily wages for this would be at a 10 seer rate.

| | | | | | | |
|------------------|-----|-----|-----|-----|-----|-------------|
| 1 Digger | ... | ... | ... | ... | ... | 7 pice. |
| 2 Adult carriers | ... | ... | ... | ... | ... | 10 „ |
| 2 Children | „ | ... | ... | ... | ... | 6 „ |
| | | | | | | 23 pice, or |

deducting 3 pice for fines, 20 pice per 65 cubic feet = $\frac{20 \times 1000}{65} = 308$ pice, or Rs. 4-13 per 1,000 cubic feet.

This would include dressing and making up the dividing ridge. Or in the case of clay being brought from neighbouring tanks as a surface dressing for the road, would allow of a lead of 2 chains.

The above seems a high rate, but if a 100 cubic feet task were performed the rate would work out to 10×23 pice = $57\frac{1}{2}$ annas = Rs. 3-10. The daily cost per worker would be $\frac{2}{3}$ anna = 4 pice = 1 anna.

The above rates deal only with the actual workers, and take into account only working days.

If now we look at the following Bengal figures of the Muzafferpore District *viz.*

| Men | Women | Big children | Small children | Work done | Cost |
|--------|-------|----------------------------------|----------------|--------------------|----------------|
| | | <i>Kutra Circle</i> | | <i>Cubic feet.</i> | <i>Rs a p.</i> |
| 33,787 | 6,053 | 3,350 | 1,267 | 363,900 | 3,595 14 0 |
| | | <i>Excavation -- Satyan Bata</i> | | | |
| 11,014 | 2,318 | 1,562 | 443 | 1,369,332 | 1,243 6 9 |

we shall notice a very remarkable difference between them and those of Oudh. Whereas in Oudh out of 10,000 workers there would be :—

2,000 able-bodied diggers,
1,000 weak men carriers,
4,000 women carriers,
3,000 children carriers.

In Bengal the numbers would be :—

7,500 able-bodied men,
1,500 women,
1,000 children,

and in the case of the wonderful rates of less than 1 rupee per 1,000 cubic feet in the Muzafferpore District the workers would be divided into 1 digger and 1 carrier calculating from those rates each party of 2 must have dug and carried at least 180 cubic feet. For this amount of work the digger and carrier would earn 10 pice between them, probably divided in the proportion of 6 pice the digger and 4 pice the carrier. As nothing is said about the wives and children of the men workers who so largely preponderate, they must be cared for elsewhere.

No. 1270 of 1897. Dated Nain Tal, the 2nd June 1897.

From the Secretary to Government, N.-W. Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department (Famine).

SIR,

Scarcity
Dept

I am directed to submit Famine Statements A and B for these provinces, which give details of the relief operations up to 24th April 1897 in eighteen districts officially recognised as distressed, and *extra-Code* Statement C, which contains particulars in regard to the districts under observation though not officially declared to be distressed.

2. Besides the amounts of advances under the Land Improvement and Agriculturists Loans Acts and of revenue suspensions shown in columns 11 to 13 of Statement B, Rs. 8,54,271 have been advanced under the two Acts and revenue to the amount of Rs. 20,23,225 has been suspended in the districts included in Statement C since 1st November last. These figures, though to some extent incomplete, approximate more closely to actuals than any hitherto obtained.

I have the honor to be, &c.,

T. STOKER,

Secy to Govt., N.-W. P. and Oudh.

NORTH-WESTERN PROVINCES AND OUDH

Monthly Famine Statement A for the four weeks ending Saturday evening, the 24th April 1897

| District | Area. | Population in thousands. | Affected area. | Estimated population in thousands of column 4 | Number on relief works on the last day of the period under report. | | | | | | | | | | | | | Number on gratuitous relief (excluding dependents on same). | | | | Prices of one or more principal food grains in annas per seer. | | | | | | | Death rate | | | |
|---|---------------|--------------------------|----------------|---|--|----------------|----------------|----------------|--------------|--------------|----------------|----------------|----------------|----------------|----------------|----------------|---------------|---|---------------|----------------|--------------|--|--------|---------|---------|-------|--------|---------|------------|------------------------------|--|---------------------------|
| | | | | | Workers. | | | | Dependents. | | | | Total. | | | | | Men. | Women. | Children. | Total. | Wheat. | Maize. | Barley. | Millet. | | | Pulses. | | For the period under report. | For the corresponding period of the previous year. | Deaths due to starvation. |
| | | | | | Men. | Women. | Children. | Total. | Men. | Women. | Children. | Total. | Men. | Women. | Children. | Total. | Jowar. | | | | | | | | Other. | Gram. | Other. | | | | | |
| | | | | | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 |
| Agra | 1,008 | 811 | 744 | 283 | 5,991 | 6,496 | 3,681 | 16,078 | | | | | | 5,991 | 6,496 | 3,681 | 16,078 | 1,551 | 5,034 | 1,137 | 7,722 | 10 50 | 12 | 13 | 11 50 | 12 | 10 | 13 | 2 05 | 3 90 | | |
| Etawah | 1,604 | 727 | 265 | 65 | 1,116 | 5-9 | 548 | 2,283 | | | | | | 1,146 | 589 | 548 | 2,283 | 325 | 218 | 80 | 623 | 10 50 | 11 | 12 | 11 | 10 50 | 8 | 8 | 3 65 | 2 00 | | |
| Total, Agra Division | 2,612 | 1,538 | 1,009 | 350 | 7,107 | 6,995 | 4,229 | 18,361 | | | | | | 7,137 | 6,995 | 4,229 | 18,361 | 1,876 | 5,252 | 1,217 | 8,345 | | | | | | | | | | | |
| Onwaspore | 2,805 | 1,710 | 1,219 | 462 | 4 5 | 641 | 128 | 1,187 | | | 11 | 11 | 423 | 641 | 184 | 1,198 | 2,245 | 5,865 | 1,437 | 9,487 | 9 98 | 10 50 | 12 37 | 10 50 | 9 | 10 | 12 25 | 2 90 | 2 68 | | | |
| Fatehpur | 1,638 | 609 | 382 | 286 | 1,991 | 1,750 | 573 | 4,314 | 64 | 11 | 832 | 917 | 3,045 | 1,761 | 1,425 | 5,231 | 3,882 | 4,477 | 870 | 7,729 | 9 75 | | 12 | | | 9 37 | 8 | 4 45 | 1 83 | | | |
| Banda | 3,061 | 702 | 3,061 | 705 | 44,085 | 68,687 | 86,579 | 141,161 | 1,602 | 1,334 | 21,323 | 23,749 | 40,077 | 60,971 | 57,862 | 164,910 | 5,121 | 13,800 | 10,650 | 29,671 | | | | | | 9 85 | 10 78 | 5 23 | 1 34 | | | |
| Hamirpur | 2,289 | 518 | 2,289 | 513 | 30,189 | 11,091 | 21,203 | 73,485 | 586 | 444 | 12,578 | 13,408 | 20,575 | 21,535 | 33,776 | 83,886 | 4,264 | 8,368 | 3,827 | 16,377 | 8 88 | 10 06 | 10 88 | 9 81 | | 9 14 | 7 44 | 2 15 | 3 08 | | | |
| Allahabad | 2,822 | 1,549 | 2,428 | 1,272 | 50,701 | 70,010 | 45,979 | 166,680 | 1,717 | 4,287 | 36,432 | 42,386 | 54,418 | 74,247 | 82,411 | 309,076 | 6,516 | 23,667 | 9,931 | 41,804 | 9 75 | | 11 87 | 10 50 | | | 10 06 | 8 75 | 4 41 | 3 93 | | |
| Jhansi | 3,867 | 683 | 3,587 | 683 | 13,577 | 17,901 | 11,173 | 42,541 | 327 | 292 | 8,075 | 8,694 | 13,704 | 18,288 | 19,248 | 61,285 | 2,649 | 6,529 | 5,073 | 14,260 | 8 63 | | | 9 47 | | 9 13 | 2 60 | 5 42 | | | | |
| Jalaun | 1,477 | 390 | 1,477 | 390 | 26,065 | 33,400 | 23,504 | 83,039 | 354 | 443 | 28,202 | 23,099 | 26,439 | 33,843 | 46,776 | 100,089 | 2,673 | 8,128 | 1,820 | 12,620 | 9 25 | 9 48 | 10 20 | 9 75 | 8 50 | 9 31 | 7 35 | 3 93 | 3 90 | | | |
| Total, Allahabad Division | 17,262 | 6,753 | 14,843 | 4,217 | 157,751 | 214,530 | 139,094 | 511,363 | 3,038 | 6,701 | 102,468 | 113,159 | 161,981 | 221,281 | 241,583 | 624,524 | 28,859 | 71,083 | 33,007 | 180,948 | | | | | | | | | | | | |
| Mirzapur (including Family Domains of the Maharaja of Benares). | 5,223 | 1,161 | 4,307 | 714 | 10,305 | 18,340 | 3,777 | 27,832 | 61 | 94 | 8,626 | 3,783 | 10,996 | 13,431 | 7,205 | 31,635 | 4,470 | 9,560 | 4,126 | 18,156 | 8 93 | | 11 31 | | | 10 06 | | 4 83 | 2 68 | | | |
| Janspur | 1,550 | 1,265 | 271 | 214 | 3,987 | 7,895 | 1,370 | 13,291 | 10 | 26 | 1,478 | 1,516 | 8 9 6 | 7 0 1 | 2,843 | 14,720 | 2,803 | 6,978 | 3,007 | 10,568 | 10 12 | | 13 35 | | 7 | 10 12 | | 3 86 | 2 68 | | | |
| Total, Benares Division | 6,773 | 3,426 | 4,578 | 928 | 14,872 | 21,235 | 4,947 | 41,054 | 80 | 120 | 5,101 | 5,301 | 14,872 | 21,335 | 10,048 | 46,355 | 7,072 | 15,639 | 5,183 | 28,744 | | | | | | | | | | | | |

NORTH-WESTERN PROVINCES AND OUDH

Monthly Famine Statement A for the four weeks ending Saturday evening, the 24th April 1897—(concluded).

| District. | Area. | Population in thousands. | Affected area. | Estimated population in thousands of column 4 | Number on relief works on the last day of the period under report | | | | | | | | | | | | Number on gratuitous relief (excluding dependants on works) | | | | Prices of one or more principal food grains in seers per rupee | | | | | | Death rate | | | |
|----------------------------------|---------------|--------------------------|----------------|---|---|----------------|----------------|----------------|--------------|--------------|----------------|----------------|----------------|----------------|----------------|----------------|---|----------------|---------------|----------------|--|-----------|-----------|-----------|-----------|-----------|------------|------------------------------|--|--------------------------|
| | | | | | Workers. | | | | Dependants. | | | | Total. | | | | Men. | Women. | Children. | Total. | Wheat. | Maize. | Barley. | Millets. | | Pulses. | | For the period under report. | For the corresponding period of the previous year. | Deaths due to starvation |
| | | | | | Men. | Women. | Children. | Total. | Men. | Women. | Children. | Total. | Men. | Women. | Children. | Total. | | | | | | | | Jowar. | Other. | Gram. | Other. | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 |
| Gorakhpur | Sq m 4,590 | 2,994 | Sq m 2,630 | 1,727 | 5,939 | 4,180 | 1,800 | 12,009 | | | .. | .. | 5,969 | 4,180 | 1,800 | 12,009 | 2,588 | 6,946 | 1,501 | 11,085 | 13 60 | 8 50 | 15 | | 10 | 16 25 | 2 57 | 2 00 | .. | |
| Azamgarh .. | 3,148 | 1,729 | 1,150 | 914 | 2,379 | 2,520 | 1,246 | 6,145 | | | .. | .. | 2,379 | 2,520 | 1,246 | 6,145 | 833 | 1,598 | 425 | 2,856 | 10 25 | | 14 12 | | 10 37 | 8 87 | 2 60 | 2 27 | .. | |
| Total, Gorakhpur Division | 6,738 | 4,723 | 3,780 | 2,641 | 8,318 | 6,700 | 3,156 | 18,154 | .. | .. | .. | .. | 8,318 | 6,700 | 3,156 | 18,154 | 3,421 | 8,544 | 1,926 | 13,941 | .. | .. | .. | .. | .. | .. | .. | .. | .. | |
| Lucknow .. | 967 | 774 | 967 | 774 | 9,906 | 9,916 | 754 | 20,276 | 37 | 16 | 635 | 682 | 6,643 | 9,926 | 1,389 | 20,958 | 4,775 | 14,526 | 4,876 | 24,177 | 11 25 | 10 25 | 13 50 | 9 75 | 8 25 | 10 25 | 13 | 3 61 | 2 90 | .. |
| Unao .. | 1,736 | 963 | 1,736 | 963 | 1,966 | 3,316 | 631 | 5,910 | 4 | 8 | 10 | 22 | 1,967 | 3,324 | 641 | 5,932 | 2,827 | 6,338 | 2,185 | 11,400 | 11 50 | 10 | 19 50 | 10 | 8 50 | 10 | 8 25 | 3 52 | 3 30 | .. |
| Rae Bareilly | 1,759 | 1,037 | 1,752 | 1,037 | 4,789 | 5,520 | 2,206 | 12,515 | 17 | 35 | 41 | 95 | 4,906 | 5,565 | 2,247 | 12,608 | 4,804 | 5,549 | 1,579 | 11,832 | 11 37 | | 10 75 | | 10 25 | | 5 21 | 2 19 | .. | |
| Sitapur | 2,255 | 1,075 | 1,520 | 703 | 113 | 98 | 17 | 228 | | | | | 113 | 98 | 17 | 228 | 1,261 | 3,271 | 464 | 8,969 | 13 | | 14 | | 12 | 10 | 3 68 | 2 53 | .. | |
| Hardoi | 2,325 | 1,113 | 2,325 | 1,113 | 24,962 | 29,687 | 27,752 | 84,401 | 796 | 1,220 | 18,456 | 20,482 | 25,748 | 30,907 | 46,306 | 102,663 | 7,790 | 15,635 | 8,054 | 21,479 | 11 25 | .. | 14 | | 11 | | 5 27 | 2 07 | .. | |
| Total, Lucknow Division | 6,035 | 4,962 | 6,300 | 4,590 | 41,433 | 48,537 | 31,360 | 121,330 | 844 | 1,273 | 19,142 | 21,259 | 42,277 | 49,810 | 50,502 | 142,368 | 21,460 | 44,369 | 17,158 | 82,687 | .. | .. | .. | .. | .. | .. | .. | .. | .. | |
| Total, N-W P and Oudh. | 43,348 | 19,586 | 32,310 | 13,766 | 230,511 | 297,987 | 182,766 | 710,264 | 4,854 | 8,154 | 138,711 | 139,719 | 234,365 | 306,141 | 306,477 | 849,963 | 90,688 | 144,786 | 59,441 | 264,916 | .. | .. | .. | .. | .. | .. | .. | .. | .. | |

REMARKS TO ACCOMPANY FAMINE STATEMENT A FOR THE
FOUR WEEKS ENDING SATURDAY EVENING, THE 24TH APRIL
1897.

AGRA DISTRICT.

1. *Private relief, village and poorhouse relief.*—Private subscriptions amounted to about Rs 740 in addition to Rs. 2,300 already collected; and Rs 500 was received from the Indian Famine Charitable Relief Fund. The Commissioner also received Rs. 5,000 for the relief of drugget makers. Private subscriptions are devoted chiefly to house to house relief in Agra city, to which object also a Government subvention is made. Village relief is distributed at the cost of Government by Civil Officers. Four poorhouses were open during the month

2. *General character of relief works.*—Intermediate works under the Public Works Department, but four works are being carried out under section 65 (a) and advances have been sanctioned for 21 more.

3. *Physical condition of the people.*—Fair. In collecting lately some photographs for the Indian Famine Relief Fund, I have been greatly struck by the absence of emaciated persons. There has lately been an outbreak of cholera on the relief works in Agra, resulting up to date in 12 seizures and seven deaths. The work is being temporarily closed, and the workers drafted off to other works

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain*—Stocks sufficient

6. *General condition and prospects of affected area*—The harvest being now over, hired labourers are returning to the works. The number of persons relieved rose from 17,000 to 24,000.

7. *Changes in rates of wages, &c*—None

ETAWAH DISTRICT.

1. *Private relief, village and poorhouse relief*—A few wealthy men distribute charity daily or afford relief to the poor. In Act XX towns and the city relief is given from the funds raised from subscriptions. Relief is also given in the district partly from these funds and partly from Government funds. There is one poorhouse at the headquarters of the district, in which the number of inmates on 24th April 1897 was 106

2. *General character of relief works.*—The numbers on the relief work, Etawah-Kálpi road, on 24th April 1897, were 1,522. More people are expected to come back on relief work, as the harvest is nearly completed

3. *Physical condition of the people.*—The condition of the people is generally good

4. *Deaths due to starvation*—No deaths reported from starvation.

5. *Food stocks and importation of grain*—Food stocks sufficient, and imports considerable.

6. *General condition and prospects of affected area.*—The affected area in this district is chiefly the trans-Jumna and Chambal tract, which is entirely dependent on the next autumnal crop. *Kharif* harvest was poor, and *rabi* almost nil in this area

7. *Changes in rates of wages.*—Rates of wages for agricultural labour have fallen everywhere in the district, except in villages favoured with irrigation *

CAWNPORE DISTRICT.

1. *Private relief, village and poorhouse relief.*—Decrease in numbers relieved under Famine Code due to the harvest

* It would seem that, instead of rising with price of food, wages have fallen owing to the competition for employment

2. *General character of relief works.*—Road works under Public Works Department. Labourers in fair condition. Wages sufficient. Numbers keep down because harvest has lessened distress, and in south-east of the district the *mahua* crop is very large. Two tanks being constructed as works under section 65 (a) out of partly recoverable advances. Other applicants for advances are waiting till agricultural work is over before starting.

3. *Physical condition of the people.*—Much improved.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Food stocks sufficient. Trade brisk. Export slack.

6. *General condition and prospects of affected area.*—The general opinion of the people is expressed in the words "*Wuh bat ab nahin rahi.*" They mean that severe distress is past. It was generally expected that the numbers on works would increase before this, but there seem no signs of any influx. If the same state of things continues till May 15th, no great increase in numbers need be expected.

7. *Changes in rates of wages, &c.*—The intermediate system was introduced at the beginning of the month. The fact that labourers come in diminished numbers to works on this system is evidence that the distress is not so severe as it was before the harvest.

FATEHPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—Village relief system in full operation. Management of poorhouses is satisfactory. The local subscriptions and the amount received from the Executive Committee, Indian Famine Charitable Relief Fund, are administered by local committees.

2. *General character of relief works.*—Large relief works are under the management of the Public Works Department. There has been a decrease in the number of workers owing to the *rabi* harvest and *mahua* collection and also to the introduction of the intermediate system.

3. *Physical condition of the people.*—Generally good.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Supplies sufficient. Importation moderate.

6. *General condition and prospects of affected area.*—General condition stationary. *Mahua* crop has improved the prospects of affected area.

7. *Changes in rates of wages, &c.*—The intermediate rates prescribed in Government Resolution No. $\frac{73}{3-78}$, dated 16th March 1897, introduced from 1st April 1897.

BANDA DISTRICT.

1. *Private relief, village and poorhouse relief.*—Relief Committees of District and Municipal Boards' members and others have been formed. Rupees 8,273-4-5 were spent during the period from 1st to 15th April 1897 in supplementing village and poorhouse relief and in affording relief to respectable families in the district. The total number of persons relieved under Chapters V., VIII., and X. on the 24th April 1897 was 25,289, 2,446, and 1,936 respectively as against 22,752, 2,778, and 1,934 on the last day of the preceding four weeks ending 27th March 1897, and the total expenditure under these heads was Rs. 31,555-10-8, Rs. 5,954-12-3, and Rs. 2,268-9-9 as against Rs. 31,314-7-4, Rs. 7,501-7-10, and Rs. 2,569-12-3 during the preceding four weeks. Five hundred and fifty-five persons were relieved by the police under Chapter XIII. during the period under notice, to whom Rs. 43-2-0 were paid.

2. *General character of relief works.*—The character of large relief works under Public Works Department agency consisted of special repairs to existing roads, excavation and deepening of tanks, and breaking of stone at a quarry; and that of works under the District Officer was excavation of village tanks and embankments.

3. *Physical condition of the people.*—The condition of workers and that of the poorhouse inmates is generally fair. Cholera broke out on the works in parganas Baber and Girwan, but in mild form, was promptly taken in hand, and has practically ceased. There was also some small-pox. Cases were treated in isolation hospitals.

4. *Deaths due to starvation.*—There were no deaths directly due to starvation reported during the month.

5. *Food stocks and importation of grain.*—Market supplies are sufficient. About 56,600 maunds of grain were imported into the district during the period under notice. There is thus no fear of the food stock running short for the present.

6. *General condition and prospects of affected area.*—The condition of the people had slightly improved, as the *mahua* crop was good in most places, but its effect did not last long, and the numbers are again rising.

7. *Changes in rates of wages, &c.*—The scale of wages was reduced from 8 to 7 pice downwards with effect from 28th March 1897 on a 10-*ser* basis.

HAMIRPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—Ordinary private relief much contracted. From the Charitable Relief Fund doles for comforts were made to children in poorhouses and on village relief, and allowances supplementary of their own resources were made to 6,810 respectable people. Clothing is being given from the same fund. Village relief is distributed by respectable zamindars. Poorhouses are managed by hospital assistants under the Civil Surgeon.

2. *General character of relief works.*—There are fourteen large relief works in progress, mainly excavation of tanks. Road works are being brought to a close. The excavation of 43 small tanks as village works was in progress.

3. *Physical condition of the people.*—Generally fair and at relief works good. Adequate measures have been taken in good time, and the death rate for April was almost down to normal.

4. *Deaths due to starvation.*—No deaths from starvation reported.

5. *Food stocks and importation of grain.*—Food stocks somewhat replenished by a scanty harvest, but still low. Importations continue by rail and road. Supplies sufficient.

6. *General condition and prospects of affected area.*—The entire district is suffering severely from the scarcity. The *rabi* harvest being over and the *mahua* harvest nearly so, numbers on relief are increasing and will probably reach 150,000 in May.

7. *Changes in rates of wages, &c.*—A rate of 10 *ser*s is still adhered to in calculating wages, and prices do not suggest any change from this.

ALLAHABAD DISTRICT.

1. *Private relief, village and poorhouse relief.*—Private charity is not exerting itself, chiefly because funds are low, and also because Government and the Charity Fund are doing so much. The Charity Fund provides additional relief to nearly 20,000 people, mostly of superior status. The Government has charged itself with the support of the very poor. The poorhouse population has fallen. Poorhouses are now worked as merely temporary refuges, and their inmates are periodically drafted off to works or village relief.

2. *General character of relief works.*—South of the Jumna they have been split up into small works, an arrangement which is greatly appreciated by the people, since it provides work near their homes. In the Doāba works are under the Famine Code, and are large works. North of the Ganges the intermediate system has been introduced.

3. *Physical condition of the people.*—Much improved. There is a marvellous difference between the condition of the trans-Jumna people now and their condition of three months back.

4. *Deaths due to starvation.*—Two reported, but unverified, and the reports cannot be trusted.

5. *Food stocks and importation of grain.*—South of the Jumna the people are entirely dependent on importation for their supplies. The traffic is sufficient to supply their wants.

6. *General condition and prospects of affected area.*—Prospects are favourable. There will be, I expect, a further increase in the numbers on relief: but this will occasion no difficulty or derangement.

7. *Changes in rates of wages, &c.*—South of the Jumna wages are calculated on a 10-*ser* basis. North of that river a 12-*ser* basis has till recently been accepted. It has been changed to 11 *ser*s in the case of the Doāba tahsils

JHANSI DISTRICT.

1. *Private relief, village and poorhouse relief.*—Charitable relief and village relief under section 54 are being regularly distributed with good result. The numbers in poorhouses tend to fall.

2. *General character of relief works.*—The larger works are being replaced to a certain extent by works under section 65 (a), of which there have been a number opened.

3. *Physical condition of the people*—Fair and, if anything, improving.

4. *Deaths due to starvation.*—None found due to starvation on verification.

5. *Food stocks and importation of grain.*—Ample. Importing going on steadily.

6. *General condition and prospects of affected area.*—General condition of affected area is poor. *Rabi* reaped was a fair return on the cultivated area, but the latter was very small. *Mahua* is an excellent crop and affording a means of livelihood to thousands, especially in Lalitpur. Prospects remain unchanged.

7. *Changes in rates of wages, &c.*—Prices remain high and have only fallen very slightly since the *rabi* harvest.

JALAUN DISTRICT

1. *Private relief, village and poorhouse relief.*—Four poorhouses are open. Village relief is given in accordance with Chapters V and X of the Famine Code as well as out of the allotments made by the Charitable Fund Committee. There is very little other private relief.

2. *General character of relief works.*—Improvement of unmetalled roads and restoration of village tanks.

3. *Physical condition of the people.*—The physical condition of the people on relief works is, on the whole, satisfactory; in some places distinctly good. In villages the people are faring worse.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Importation ensures a sufficiency of food stocks.

6. *General condition and prospects of affected area*—The climax of the distress is now being reached. No abatement is looked for till the rains break

7. *Changes in rates of wages, &c.*—No change.

MIRZAPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—During the month of April Rs. 5,050 was received from the Provincial Committee and Rs. 135 were locally subscribed: Rs. 9,347 was distributed in food and cloth relief, and 8,172 persons were relieved. The numbers in poorhouses have somewhat risen, and those fit for work will be drafted to works near their homes, while those unable to work, but having a home, will be drafted to their homes. Village relief is being properly distributed.

2. *General character of relief works.*—All the works are properly managed, and special attention is devoted to their sanitary condition.

3. *Physical condition of the people.*—Bodily condition of the people is so far good.

4. *Deaths due to starvation.*—No verified deaths have so far been reported.

5. *Food stocks and importation of grain.*—Supplies are sufficient and imports continue. Had it not been for the ring among the wholesale dealers, the prices would have been easier than they have been at Mirzapur.

6. *General condition and prospects of affected area.*—Numbers on works have lately risen and will rise further. There is little change in the general condition of the affected area.

7. *Changes in rates of wages, &c.*—The rates of wages are the same as in the past month, viz., 12 *sers* north of Kaimur, and 10 *sers* south of it. No occasion has hitherto been found to lower the rates. The markets are closely watched, and in case of any sensible rise the rate will be lowered.

JAUNPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—Relief being given from the General Famine Fund. Village relief distributed weekly through *patwáris* and in municipality through members. Three poorhouses open.

2. *General character of relief works.*—All relief works now consist in digging and deepening tanks.

3. *Physical condition of the people.*—Much the same, that is, improved generally since the *rábí* ripened, but there are still evident signs of distress.

4. *Deaths due to starvation.*—No verified deaths from starvation.

5. *Food stocks and importation of grain.*—Food stocks appear to be ample, and since April 15th the net exports of grain have been large.

6. *General condition and prospects of affected area.*—These will not now be altered till the rains set in.

7. *Changes in rates of wages, &c.*—All works are now under the intermediate system.

GORAKHPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—These continue as when last report was furnished.

2. *General character of relief works.*—Intermediate works in progress. Some 65(a) works are in progress; more likely to be undertaken in coming month.

3. *Physical condition of the people.*—Materially improved.

4. *Deaths due to starvation.*—No deaths due to starvation.

5. *Food stocks and importation of grain.*—Stocks ample; export brisk; imports trifling.

6. *General condition and prospects of affected area.*—*Rabí* yield has been better on the whole than expected and general relief is felt, but, owing to high prices and consequent exports, there is still danger of a relapse. Rise in number on works has not been as great as I expected.

7. *Changes in rates of wages, &c.*—None.

AZAMGARH DISTRICT.

1. *Private relief, village and poorhouse relief.*—Village and poorhouse relief has been carried on during the month. Aid has been given from private subscription; money for clothes and for general aid.

2. *General character of relief works.*—Relief works have been roads, tanks, *kankar* collection on first class roads.

3. *Physical condition of the people.*—Has been satisfactory, all circumstances being considered.

4. *Deaths due to starvation.*—Have been *nil*.

5. *Food stocks and importation of grain.*—Food stocks are sufficient. Grain and rice have been imported. Wheat and barley have been exported. The grain merchants have been making extensive purchases.

6. *General condition and prospects of affected area.*—The affected area is doing as well as it could be expected to do. The numbers of persons on works and on gratuitous relief are expanding.

7. *Changes in rates of wages, &c.*—The rate of wages for digging on hard soil has been slightly raised, and is now very fair. I believe that the present wages give satisfaction to the labourers. As far as I have seen, this is the case.

LUCKNOW DISTRICT.

1. *Private relief, village and poorhouse relief.*—Organization complete; numbers in the city are rising. *Parda nashins* who were not hitherto supported from Relief Fund and Government funds have been reduced to apply for assistance.

2. *General character of relief works.*—Road making, brick digging, tank construction, site levelling.

3. *Physical condition of the people.*—Good, prices being easier.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Foreign importations have fallen off owing to the home harvest

6. *General condition and prospects of affected area.*—Assistance must continue to be given till the rains set in, and village and city relief till the next harvest is cut.

7. *Changes in rates of wages, &c.*—Intermediate system in force over the whole district. Grain sells generally on the works for 12 *seers*, in a few instances at 11½ *seers*.

UNAO DISTRICT.

1. *Private relief, village and poor-house relief.*—In some cases the customary doles were given at the threshing floors, but the numbers requiring gratuitous relief in the villages are increasing. Wanderers from other districts, chiefly from Fatehpur, are appearing at the poor-houses.*

2. *General character of relief works.*—There are six road works under the intermediate system. The introduction of this system, together with demand for harvest labour, led to a large decrease in the number of workers. Since the 20th rapid increase has set in. Nine village works were started and employ 938 workers.

3. *Physical condition of the people.*—The cultivating class are in good condition. The cessation of field labour is affecting the labouring classes. On the works the condition of the labourers is fair except on the Auras work, where it is bad. Ten per cent. of the labourers there earn under four pice daily †

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Exports by road to Cawnpore have commenced on a large scale.

6. *General condition and prospects of affected area.*—The *rabi* outturn over nearly half the district was under 30 per cent. of the normal, and distress, though not so severe as in February, will be acute. The map accompanying this report shows the areas affected. In the area shown as slightly affected, distress is only nominal.

7. *Changes in rates of wages, &c.*—The wages under the intermediate system are based on a 12-*ser* rate and remained unaltered during the month.

RAE BARELI DISTRICT.

1. *Private relief, village and poor-house relief.*—Local and *tahsils* committees exist for relief from the Charitable Relief Fund, village relief (Chapter V) and relief to *parda nashins* being given. There are also four poor-houses.

2. *General character of relief works.*—Digging and Deepening of tanks, improvement of roads, and making of embankments. Intermediate system in

* The total number in the Unao poor-houses for week ending 22nd May was only 773.

† The relief works in this region have since been converted into works under full Code rules, with minimum wages and children's kitchens. Recent reports show that the condition of the people is now satisfactory.

force under Public Works Department. Kitchens to feed children opened recently on works.

3. *Physical condition of the people.*—In the affected tracts, fair; on works, good.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Believed sufficient for local consumption. Importation of grain has considerably fallen.

6. *General condition and prospects of affected area.*—Condition improving on the whole. The *rabi* is now out of the threshing floors; prices slightly easier.

7. *Changes in rates of wages, &c.*—None from what prevailed at the end of March 1897.

SITAPUR DISTRICT.

1. *Private relief, village and poor-house relief.*—Rupees 4,150 has been advanced for purchase of clothes during the month. Cloth is being purchased from *juhás*, who thereby get work. Under village and poor-house relief the number has fallen from 6,214 on 27th March to 3,999 on 24th April 1897.

2. *General character of relief works.*—None re-opened till 15th April 1897.* Reports received state that few labourers join, and most of these leave when they understand the new system. Some of them went on to a Hardoi work under the ordinary system.

3. *Physical condition of the people.*—Seems fairly good. I have not noticed any bad cases during the last three weeks.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Markets well supplied with *rabi* grain. *Kharif* grain scarce. Grain is being freely exported.

6. *General condition and prospects of the affected area.*—The general outlook is more favourable than was expected. Until the middle of May there will probably be little pressure on the works. Village works do not seem to attract labour.

7. *Changes in rates of wages, &c.*—There is no marked change in the price of the staple. Wages now depend on the work done.

HARDOI DISTRICT.

1. *Private relief, village and poor-house relief.*—(a) A local committee has been formed to administer funds remitted by the Provincial Committee as well as those realized locally, and the distribution of relief from these funds has already been started.

(b) Village relief is administered by the special officers appointed for the purpose, and the lists undergo careful constant scrutiny.

(c) There are four poor-houses—one at the headquarters of each tahsil.

2. *General character of relief works.*—Construction, raising and repair of roads, and the repairing of tanks [section 65(a)].

3. *Physical condition of the people.*—The physical condition of the people has improved, though not to any great extent.

4. *Deaths due to starvation.*—None reported in April. One case that occurred in the preceding month was reported to Government in this office No. 2924, dated 14th April 1897.

5. *Food stocks and importation of grain.*—Food stock sufficient. Imports practically nil.

6. *General condition and prospects of affected area.*—The harvesting operations of the *rabi* are completed, and the labouring classes are now returning in large numbers to the relief works. It will be necessary to maintain relief works at any rate until the fall of the rains.

7. *Changes in rates of wages, &c.*—Private wages stationary. Those on relief works are regulated according to the Famine Code.

* Before the Holi the works were under Full Code rules. After the Holi they were converted to the intermediate system. During the Holi holidays the works were entirely deserted.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement B for the four weeks ending Saturday evening, the 24th April 1897.

| Division. | District. | Maximum number (daily average for three months) for whom relief is estimated to be required in case of serious famine | Number of persons (daily average for three months) for whom relief was provided in the last programme of relief works | | Numbers for whom relief can be provided on works remaining on programme on date of report | | Expenditure since 1st November 1896 | | Advances since 1st November 1896 up to end of month under report under— | | Revenue suspended since 1st Nov. 1896 | | |
|-------------------------------|--|---|---|----------------|---|-----------------|-------------------------------------|-------------------------------------|---|---|---------------------------------------|-----------------------------|----------------------------|
| | | | Date of publication of programme | On large works | On others | On large works. | On others | Date up to which account is made up | On relief works (excluding gratuitous relief to dependants) | On gratuitous relief (including that to dependants on relief works, | | Land Improvement Loans Act. | Agriculturists' Loans Act. | Ruppes in thousands. |
| 1 | | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| AGRA | Agra | 25,000 | 79,000 | ... | 93,356 | ... | ... | Rs 10,122 | Rs 42,913 | Rs 31,586 | Rs 19,201 | Rs 58 | |
| | Etawah | 20,000 | 45,000 | 845 | 32,254 | 1,385 | ... | 72,940 | 8,624 | 23,321 | 13,815 | 40 | |
| | Total, Agra Division | 45,000 | 124,000 | 845 | 125,610 | 1,385 | ... | 88,062 | 51,537 | 54,907 | 38,016 | 93 | |
| ALLAHABAD | Cawnpore | 70,000 | 95,000 | 8,558 | 80,346 | 749,000 | ... | 2,92,624 | 1,26,947 | 27,932 | 15,275 | 4,82 | |
| | Fatehpur | 32,000 | 47,000 | ... | 32,000 | 29,380 | ... | 54,454 | 53,610 | 40,900 | 28,399 | 2,50 | |
| | Banda | 200,000 | 240,000 | 8,000 | 235,000 | 100,000 | ... | 12,09,918 | 2,49,975 | 47,015 | 27,187 | 3,50 | |
| | Hamirpur | 75,000 | 147,000 | 6,000 | 281,500 | 30,000 | ... | 4,28,420 | 1,75,810 | 20,457 | 21,509 | 1,87 | |
| | Allahabad | 175,000 | 84,000 | 50,000 | 174,176 | 49,500 | ... | 11,00,928 | 2,95,312 | 13,556 | 62,178 | 7,20 | |
| | Jhansi | 75,000 | 104,000 | 8,142 | 105,000 | 9,021 | ... | 3,82,098 | 97,659 | 4,669 | 6,691 | 81 | |
| Jalaun | 100,000 | 116,000 | 20,314 | 215,000 | 17,115 | ... | 5,25,468 | 1,18,384 | 29,870 | 15,970 | 2,75 | | |
| Total, Allahabad Division | 727,000 | 882,000 | 101,614 | 1,108,022 | 984,026 | ... | 39,84,915 | 11,07,697 | 1,83,399 | 1,77,008 | 22,95 | | |
| BENARES | Mirzapur (including Family Domains of the Maharaja of Benares) | 60,000 | 43,000 | 22,847 | 154,200 | 22,500 | ... | *1,67,785 | *70,712 | 8,000 | 26,182 | 57 | |
| | Jainpur | 60,000 | 55,000 | ... | 77,000 | ... | ... | 2,25,041 | 71,760 | 8,550 | 7,150 | 62 | |
| | Total, Benares Division | 120,000 | 98,000 | 22,847 | 231,200 | 22,500 | ... | 3,92,776 | 1,42,479 | 11,550 | 33,212 | 1,19 | |
| GORAKHPUR | Gorakhpur | 40,000 | 155,000 | ... | 190,137 | 43,266 | ... | 1,64,878 | 57,580 | 15,956 | 12,759 | 1,13 | |
| | Azamgarh | 15,000 | 253,000 | 10,000 | 260,514 | 8,000 | ... | 32,861 | 35,319 | 14,337 | 24,270 | 3,20 | |
| | Total, Gorakhpur Division | 55,000 | 408,000 | 10,000 | 450,651 | 51,266 | ... | 1,97,739 | 92,899 | 30,293 | 37,029 | 4,33 | |
| LUCKNOW | Lucknow | 80,000 | 60,000 | ... | 130,468 | ... | ... | 2,51,461 | 1,57,856 | 81,975 | 80,450 | 1,50 | |
| | Unao | 50,000 | 81,000 | 3,979 | 123,900 | 8,979 | ... | 91,387 | 53,515 | 44,942 | 60,092 | 3,49 | |
| | Rae Barail | 85,000 | 67,000 | 4,000 | 28,146 | 11,518 | ... | 3,77,433 | 1,05,451 | 91,000 | 9,000 | 5,00 | |
| | Sitapur | 40,000 | 108,000 | 67,586 | 88,199 | 52,150 | ... | 2,13,715 | 74,351 | 23,800 | 5,620 | 2,00 | |
| | Hardoi | 150,000 | 37,000 | 11,000 | 185,414 | 11,400 | ... | 5,70,045 | 2,70,550 | 87,998 | 62,572 | 4,00 | |
| Total, Lucknow Division | 405,000 | 823,000 | 91,565 | 555,127 | 84,047 | ... | 16,04,041 | 6,91,823 | 2,38,715 | 2,17,544 | 13,99 | | |
| Total, N-W Provinces and Oudh | 1,852,000 | 1,785,000 | 226,871 | 2,466,610 | 1,148,224 | ... | 62,62,533 | 20,86,435 | 5,18,358 | 4,97,804 | 43,39 | | |

* Exclusive of expenditure incurred by the Maharaja of Benares, which amounted to—

On relief works
On gratuitous relief

Rs
63,606
15,374

NORTH-WESTERN PROVINCES AND OUDH

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 24th April 1897.

| District. | TEST RELIEF WORKS UNDER CIVIL AGENCY | | | | | | | | TEST RELIEF WORKS UNDER THE PUBLIC WORKS DEPARTMENT | | | | | | | | POORHOUSE RELIEF | | | | | | OTHER GRATUITOUS RELIEF. | | | | | | Remarks | |
|----------------------------|---|---|--------|-----------|--------|----------------------------|---------------------------------|---|---|--------|-----------|--------|----------------------------|---------------------------------|--|---|------------------|-----------|--------|----------------------------|---------------------------------|--|--------------------------|-----------|--------|---|---------------------------------|-------|---|--------|
| | Number open during period under report. | Number of labourers on last day of period under report. | | | | Expenditure during period. | Expenditure from onset to date. | Number open during period under report. | Number of labourers on last day of period under report. | | | | Expenditure during period. | Expenditure from onset to date. | Number of poorhouses during period under report. | Number of inmates on last day of period under report. | | | | Expenditure during period. | Expenditure from onset to date. | Number in receipt of gratuitous relief on last day of period under report. | | | | Expenditure during period under report. | Expenditure from onset to date. | | | |
| | | Men. | Women. | Children. | Total. | | | | Men. | Women. | Children. | Total. | | | | Men. | Women. | Children. | Total. | | | Men. | Women. | Children. | Total. | | | Men. | | Women. | Children. | Total. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | | | |
| Dehm Dún | 8 | 407 | 1 | 45 | 458 | Rs. 1,048 | Rs. 8,588 | .. | | | | | | .. | | | | | | Rs. | Rs. | .. | .. | | | | Rs. | Rs. | * Closed on 10th April 1897 | |
| Total, Meerut Division .. | 8 | 407 | 1 | 46 | 453 | 1,048 | 8,588 | | | | | | | | | | | | | | | | | | | | | | | |
| Muttra | 2 | 163 | 83 | 43 | 291 | 143 | 1,458 | 3 | 750 | 350 | 541 | 1,441 | 3,312 | 74,911 | 1 | 68 | 37 | 28 | 123 | 395 | 1,601 | 766 | 2,055 | 626 | 3,449 | 4,839 | 30,027 | | | |
| Parukhabad | | | | | | 2 | 2,352 | 1 | 30 | | 13 | 52 | 289 | 6,906 | 2 | 163 | 116 | 98 | 377 | 1,347 | 11,086 | 216 | 623 | 297 | 1,155 | 1,336 | 10,040 | | | |
| Mainpuri .. | | | | | | | | | | | | | | | 19 | 11 | 7 | 15 | 33 | 118 | 9,995 | 19 | 39 | 34 | 4,424 | | | | † One closed on 1st April 1897 | |
| Etah | | | | | | | 577 | | | | | | | 4,338 | 1 | 48 | 38 | 24 | 100 | 182 | 2,177 | 18 | 169 | | 187 | 283 | 4,404 | | | |
| Total, Agra Division | 2 | 163 | 85 | 48 | 291 | 145 | 4,212 | 4 | 789 | 350 | 554 | 1,493 | 3,601 | 84,457 | 6 | 290 | 178 | 165 | 633 | 1,942 | 17,838 | 1,000 | 2,895 | 643 | 4,807 | 6,482 | 48,865 | | | |
| Bareilly | | | | | | | | | | | | | | 34 | 36,910 | 2 | 45 | 30 | 25 | 100 | 361 | 4,037 | 265 | 389 | 20 | 565 | 243 | 1,987 | | |
| Bijnor | | | | | | | | 12 | | | | | 20 | 12,096 | 5 | 176 | 157 | 193 | 516 | 1,479 | 11,850 | 127 | 895 | 108 | 630 | 1,019 | 1,539 | | † Closed on 1st April 1897. | |
| Budaun | | | | | | | 4,326 | | | | | | | 3,556 | 1 | 41 | 52 | 19 | 92 | 200 | 1,689 | 4 | | | 4 | 2 | 8 | | | |
| Moradabad | | | | | | | 1,388 | 2 | | | | | | 478 | 26,563 | 4 | 139 | 141 | 159 | 439 | 1,191 | 4,554 | 59 | 112 | 107 | 273 | 613 | 1,630 | | |
| Sháhjahnpur | | | | | | 454 | 12,381 | | | | | | | 642 | 10,528 | 4 | 218 | 268 | 181 | 668 | 3,043 | 16,680 | 205 | 306 | 187 | 698 | 1,101 | 7,184 | | |
| Phibhit | | | | | | | | 33 | 100 | 207 | 68 | 375 | 701 | 21,354 | 3 | 33 | 65 | 79 | 177 | 427 | 5,768 | 390 | 639 | 591 | 1,426 | 1,197 | 4,152 | | ‡ Two closed—one on 30th March and one on 7th April | |
| Total, Rohilkhand Division | | | | | | 454 | 18,066 | 7 | 100 | 207 | 68 | 375 | 1,870 | 111,607 | 17 | 632 | 694 | 646 | 1,992 | 5,706 | 48,608 | 1,058 | 1,732 | 813 | 3,601 | 4,176 | 16,163 | | | |

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 24th April 1897—(concluded).

| District. | TEST RELIEF WORKS UNDER CIVIL AGENCY | | | | | | | TEST RELIEF WORKS UNDER THE PUBLIC WORKS DEPARTMENT | | | | | | | POORHOUSE RELIEF | | | | | OTHER GRATUITOUS RELIEF | | | | | Remarks. | | | |
|---------------------------|---|---|--------|-----------|--------|----------------------------|-----------------------------------|---|---|--------|-----------|--------|----------------------------|-----------------------------------|---|---|--------|-----------|--------|----------------------------|-----------------------------------|--|--------|-----------|----------|---|-----------------------------------|---------------------------------|
| | Number open during period under report. | Number of labourers on last day of period under report. | | | | Expenditure during period. | Expenditure from out-set to date. | Number open during period under report. | Number of labourers on last day of period under report. | | | | Expenditure during period. | Expenditure from out-set to date. | Number of poorhouses open during period under report. | Number of inmates on last day of period under report. | | | | Expenditure during period. | Expenditure from out-set to date. | Number in receipt of gratuitous relief on last day of period under report. | | | | Expenditure during period under report. | Expenditure from out-set to date. | |
| | | Men. | Women. | Children. | Total. | | | | Men. | Women. | Children. | Total. | | | | Men. | Women. | Children. | Total. | | | Men. | Women. | Children. | | | | Total. | Men. | Women. | Children. | Total. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 |
| Banaras .. | .. | . | . | . | . | Rs. | Rs. | . | . | . | . | . | Rs. | Rs. | 3 | 275 | 241 | 157 | 673 | . . | . . | 1,818 | 5,799 | 2,082 | 9,630 | 6,895 | 20,132 | * Not from private funds. |
| Total, Banaras Division. | .. | . | . | . | . | .. | . | .. | . | . | . | . | . | 2,210 | 3 | 275 | 241 | 157 | 673 | . | . | 1,818 | 5,799 | 2,082 | 9,630 | 6,895 | 20,132 | |
| Baoh .. | 96 | 400 | 816 | 210 | 935 | .. † | .. † | 2 | 323 | 306 | 418 | 1,047 | † | .. † | 1 | 50 | 61 | 97 | 208 | 624 | 9,997 | 297 | 484 | 155 | 886 | 241 | 6,501 | Met from District Board's funds |
| Total, Gorakhpur Division | 96 | 400 | 816 | 210 | 935 | .. | .. | 2 | 323 | 306 | 418 | 1,047 | . | . | 1 | 50 | 61 | 97 | 208 | 624 | 9,997 | 297 | 484 | 155 | 886 | 241 | 6,501 | |
| Kheri | .. | . | . | . | . | .. | .. | 1 | . | . | . | . | 156 | 3,206 | 1 | . | . | . | . | .. | 900 | .. | . | . | . | 29 | 5,246 | |
| Total, Lucknow Division | .. | . | . | . | . | .. | .. | 1 | . | . | . | . | 156 | 3,206 | 1 | . | . | . | . | .. | 900 | .. | . | . | .. | 29 | 5,246 | |
| Fyzabad .. | 89 | 106 | 183 | 13 | 261 | 1,077 | 15,610 | 6 | . | . | . | . | 2,503 | 21,613 | 3 | 129 | 140 | 110 | 379 | 2,383 | 11,678 | 830 | 854 | 840 | 1,529 | 2,277 | 6,712 | |
| Gonda .. | 26 | 107 | 102 | 68 | 277 | 1,141 | 16,385 | 1 | . | . | . | . | 451 | 14,333 | 2 | 87 | 89 | 84 | 260 | 602 | 8,916 | 4 | 7 | . | 11 | 151 | 1,730 | |
| Bulandpur | 88 | 201 | 165 | 46 | 479 | .. | 30,158 | 2 | 204 | 240 | 68 | 513 | 346 | 34,102 | 2 | 48 | 80 | 83 | 161 | 182 | 7,016 | 5 | 18 | 1 | 24 | 129 | 5,790 | |
| Paritagarh | 85 | 80 | 95 | 19 | 128 | 1,382 | 27,248 | .. | . | . | . | . | 706 | 87,544 | 3 | 88 | 128 | 147 | 355 | 668 | 9,384 | 408 | 1,230 | 187 | 1,830 | 2,116 | 11,039 | |
| Barn Banki | 3 | 335 | 373 | 128 | 823 | 266 | 43,728 | 2 | 24 | 12 | 9 | 45 | 192 | 16,849 | 4 | 116 | 105 | 77 | 298 | 1,552 | 12,649 | 117 | 269 | 45 | 426 | 1,506 | 12,807 | |
| Total, Fyzabad Division | 345 | 808 | 890 | 260 | 1,946 | 3,866 | 1,39,213 | 11 | 228 | 252 | 77 | 557 | 3,996 | 1,24,441 | 14 | 463 | 359 | 451 | 1,453 | 6,711 | 48,488 | 858 | 2,575 | 579 | 3,612 | 6,128 | 39,048 | |
| TOTAL N-W P AND OUDH | 851 | 1,847 | 1,311 | 567 | 3,535 | 6,513 | 1,90,068 | 35 | 1,440 | 1,115 | 917 | 3,473 | 6,623 | 5,38,924 | 39 | 1,730 | 1,718 | 1,516 | 4,959 | 13,968 | 1,35,536 | 5,029 | 13,145 | 4,571 | 22,745 | 29,900 | 1,32,375 | |

BENGAL.

From *M. Finucane, Esq., Secretary to the Government of Bengal, to the Secretary to the Government of India, Revenue and Agricultural Department. Agriculture—No. 1132 (Fam). Calcutta, the 15th April 1897.*

SIR,

In continuation of this Government's letter No. 778 Agri. (Fam.), dated the 18th March 1897, I am directed to submit the following report, under section 29 of the Bengal Famine Code, on relief operations in Bengal during the four weeks ending the 27th March 1897. I am also to enclose herewith copies of the half-monthly reports* of the Commissioner of the Patna Division, No. 812F.G., dated the 22nd March, and No. 912F.G., dated the 7th April 1897, and their enclosures, together with maps of the Patna Division and of the districts of Palamau, Manbhum, Nadia, Khulna, and Bhagalpur, showing the tracts now affected.

2. There was distress requiring relief measures on a large scale in the Shahabad, Saran, Champaran, Muzaffarpur and Darbhanga districts of the Patna Division. The condition of the Patna and Gaya districts continued to be satisfactory; throughout both districts three-fifths to half an inch of rain fell on the 23rd and 28th March. This rain did no appreciable harm to the *rahi*, but, on the other hand, refreshed the standing crops and enabled ploughing to go on, as well as the preparation of seed-beds for the early rice. The *rahi* crops are expected to yield in these districts a 16-anna or full average outturn. No relief works were open in these districts. Gratuitous relief was given from funds privately subscribed or allotted by the Provincial Committee of the Indian Famine Charitable Relief Fund. There was also a poor-house in Bankipore, in which the daily average number of persons relieved was about 60, half of whom had come from the North-Western Provinces. In Gaya kitchens were open along the Grand Trunk Road and elsewhere; the prices of wheat and barley had fallen, while those of rice were stationary. The Commissioner thinks that this district will require little or no outside aid.

The following paragraphs deal with the principal features of famine relief in the other and seriously affected districts of the Patna Division.

3. *Rainfall and prospects of the crops.*—The rainfall during the month and in March 1874 was as follows:—

| | | March 1874 | March 1897. |
|----------------|----------------------|------------|-------------|
| | | Inches | Inches |
| Shahabad | Sadar | 0 25 | 0 75 |
| | Bhabhua | 0 79 | 0 36 |
| | Sasarnu | 0 07 | 0 54 |
| | Buxar | 0 40 | 0 43 |
| Saran | Chapra | 0 39 | 0 21 |
| | Sewan | 0 42 | 0 55 |
| | Gopalganj... .. | 0 30 | 0 45 |
| Champaran | Motuhari | 0 31 | 1 33 |
| | Bettia | — | 3 47 |
| | Barharwa... .. | — | 1 10 |
| | Bagaha | — | 0 23 |
| Musaffarpur | Musaffarpur | 0 30 | 0 95 |
| | Hajipur | 0 14 | 0 25 |
| | Sitamarhi... .. | 0 20 | 1 80 |
| Darbhanga | Sadar | 0 21 | 2 59 |
| | Madhubani | 0 16 | 1 50 |
| | Samastipur | 0 08 | 0 90 |

* Not reprinted.

The rainfall during the first-half of the month was slight and scattered. On the 22nd, 23rd and 24th March there was rain all over the Division; it was heaviest in Darbhanga and parts of Champaran and lightest in Saran. The greater part of the *rabi* crops had already been harvested, and the rain therefore did no damage, except in the north-east of Champaran, where the *rabi*, which had been sown late, and the poppy were damaged by hail. On the other hand, the rain has enabled cultivators to plough their lands for the early *bhadon*, and has done good to millets, sugarcane and cotton on the ground, and has to some extent improved the prospects of the indigo. The Commissioner expects a full *rabi* crop in Saran and in Shahabad (except in the Bhabhua subdivision, where it is estimated to be about 6 or 7 annas); he expects an outturn of 10 annas in Champaran, 11 annas in Muzaffarpur, and 12 annas in Darbhanga. In 1873-74 the outturn of these crops was in Shahabad 16 annas, in Saran 7 annas, in Champaran 8 annas, in Muzaffarpur 10 annas, and in Darbhanga 8½ annas.

Estimated area and population affected.—There was no change under this head in the district of Muzaffarpur.

Shahabad.—It is reported by the local officers that there has been no change in the affected area. But in the Famine Statement A an area of 1,351 square miles has been shown as affected, against 680 square miles previously reported. An explanation of this discrepancy will be obtained from the Collector.

Saran.—The total area affected in this district is now stated to be 1,684 square miles, with a population of 1,484,386 persons, against 1,442 square miles with a population of 1,352,000 previously reported. This increase is due to a general revision made by the Collector of his estimates of area affected. Relief works are now open throughout the Gopalganj subdivision, and the whole of this tract has therefore been classed as seriously affected; an area of 19 square miles in the Sadar subdivision, in which the *rabi* has been very poor, has also been placed in this category.

Champaran.—The Collector of Champaran has again revised his figures as the result of a fresh calculation, but it is stated that there has been no actual change in the area in distress. The total area affected in this district is now put down at 2,593 square miles, with a population of 1,554,000, against 1,865 square miles with 1,110,000 persons previously estimated.

Darbhangha.—The area now shown as affected is 2,940 square miles against 2,766 square miles previously reported; but no explanation of the increase has yet been furnished.

4. *Relief works.*—The progress made in the transfer of large works to the management of the Public Works Department has been slow, the number of works open in each district at the end of March being—

| | Under the Public Works Department | Under Civil Officers. | Total |
|-------------------|---|-----------------------|-------|
| Shahabad | Nil | 7 | 7 |
| Saran | 2 | 29 | 31 |
| Champaran | 21 | 59 | 80 |
| Muzaffarpur | 12 | 58 | 70 |
| Darbhangha | (Not stated) | (Not stated) | 134 |
| Total | ... | ... | 322 |

The total number of works open at the end of February was 254, of which 30 were under the Public Works Department and 224 under Civil Officers. The

following table shows the average daily number of adult male units on the Government relief works in each district in the second fortnight of March, compared with the numbers for the second fortnight of February:—

| DISTRICT | HALF MONTH ENDING 27TH FEBRUARY | | | HALF MONTH ENDING 27TH MARCH | | |
|-------------------|---------------------------------|------------|---------|------------------------------|-------------|---------|
| | Task-work. | Daily wage | Total | Task-work | Daily wage. | Total |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Shahabad | 698 | 143 | 841 | 3,613 | 285 | 3,898 |
| Saran | 8,563 | 2,353 | 10,916 | 7,419 | 1,057 | 8,476 |
| Champaran | 74,892 | 4,046 | 78,938 | 76,306 | 6,399 | 82,705 |
| Muzaffarpur | 17,792 | 1,191 | 18,983 | 17,365 | 2,072 | 19,437 |
| Darbhanga | 77,466 | 3,150 | 80,616 | 50,920 | 5,135 | 56,055 |
| Total | 179,411 | 10,883 | 190,294 | 155,623 | 14,948 | 170,571 |

The numbers in Shahabad have risen steadily, owing, it is reported, to the conclusion of the *rabi* harvest and to the return of labourers who had gone to seek work elsewhere. The falling off in the numbers of task-workers in Saran and Darbhanga is reported to be due partly to the rain and the consequent demand for agricultural labour, partly to the *rabi* cutting, and partly to other causes. The numbers of relief-workers employed irrespective of task increased, except in Saran, but were nowhere excessive.

The average reported outturn of work, cost-rate and wages were as follow:—

| DISTRICT | AVERAGE DAILY WAGE OF ADULT MALE UNIT | | | | AVERAGE OUTTURN OF WORK PER ADULT MALE UNIT ON TASK-WORK | | COST RATE PER 1,000 CUBIC FEET | |
|-------------------|---------------------------------------|-----------------------|----------------------|-----------------------|--|-----------------------|--------------------------------|-----------------------|
| | Second half of February | | Second half of March | | Second half of February | Second half of March. | Second half of February | Second half of March. |
| | Task-work. | Irrespective of task. | Task-work | Irrespective of task. | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| | A. P. | A. P. | A. P. | A. P. | C ft. | C ft. | Rs. A. P. | Rs. A. P. |
| Shahabad | 1 10 | 2 1 | 1 9 | 2 0 | 49 | 42 | 2 6 5½ | 2 10 9 |
| Saran | 1 5 | 1 6 | 1 5½ | 1 10 | 50½ | 38 5 | 2 4 0 | 2 6 8½ |
| Champaran | 1 8½ | 1 9½ | 1 6½ | 1 10 | 23½ | 25 9 | 3 15 5½ | 3 11 0½ |
| Muzaffarpur | 1 4½ | 1 9½ | 1 4 | 1 8½ | 66-77 | 49 | 1 4 8 | 1 11 8 |
| Darbhanga | 1 5 | 1 7 | 1 4 | 1 7½ | 33 6 | 31 3 | 2 11 5 | 2 11 11 |

There has been no great change in the average wages earned since the latter end of February. The causes of the slight variation in the outturn and cost-rate per 1,000 cubic feet are the same as those explained in paragraph 4 of the report for February. On the whole, the works were carried on smoothly and satisfactorily, but difficulty is still experienced in obtaining the establishment necessary for the strict enforcement of the prescribed tasks. None of the non-commissioned officers asked for in my letter No. 671 (Fam.), dated the 9th March 1897, have yet joined, and the Government of India are now being

requested to lend the services of 12 additional commissioned officers. The Lieutenant-Governor has also authorised the introduction of the piece-work system on the major relief works (i.e., on canals and railways) so as to lighten the strain on the establishment.

5. *Private relief works.*—In the district of Shahabad several tanks were being excavated at the expense of private individuals, and over 6,000 labourers were employed on the Mogulserai-Gaya Railway. In Saran the Hatwa Raj had ten works open on which 4,117 labourers were employed on the 27th March. Besides these there were other private works open in the Gopalganj and Siwan subdivisions. There were no private works in the district of Champaran, except a tank which was being excavated by the Bettiah Raj, and which employed an average of 43 labourers daily. The Darbhanga Raj had works open in Muzaffarpur and Darbhanga. The number employed on the Raj works in the former district on the 27th March was 2,823, and in Darbhanga 16,687.

6. *Poor-houses, kitchens and village relief.*—There were 21 poor-houses open in March in the five districts, against 16 in February, while kitchen relief was given at several places in Muzaffarpur, Champaran and Shahabad. The Darbhanga Raj maintained a poor-house in Muzaffarpur and kitchens in Darbhanga. In Saran the Hatwa Raj maintained four poor-houses, and the Manjha zamindars one. Employment was given to *pardanashin* women in the form of cotton-spinning and basket-making.

7. *Gratuitous relief.*—The average daily doles of gratuitous relief during the second fortnight of March were as follows in comparison with the corresponding figures for February :—

| | SECOND-HALF OF— | |
|------------------|-----------------|--------|
| | February | March. |
| | Pies | Pies. |
| Shahabad | 10 | 10 |
| Saran | 8 | 8 |
| Champaran .. . | 9½ | 10½ |
| Muzaffarpur .. . | 10 | 9 |
| Darbhanga .. . | 10 | 8½ |

The dole in Shahabad is high, because it was calculated on the basis of rice at 8½ seers per rupee. Gram and peas sell cheaper than rice, but are reported to be always available. The dole was highest in Champaran, where it was higher than in the latter half of February.

The numbers on gratuitous relief increased considerably. In Shahabad the total number during the last week of March was 17,225, against 8,740, the corresponding figure for February, while the total number on relief works on 27th March was 6,215. The Collector writes that in his opinion the maximum has not yet been reached, and that he expects a further increase. In Saran the increase from 15,939 at the end of February to 27,319 at the close of the period under report is stated by the Collector to be due to his personal efforts to stir up the Circle Officers who were found neglecting the most patently deserving cases. The opening of more relief works is in contemplation, and when this has been done, many of the recipients of gratuitous relief will probably be drafted off to the relief works.

8. *Physical condition of the people, &c.*—The public health generally continued to be exceptionally good, and the condition of cattle is reported to have been fairly satisfactory. The death-rate in the affected portion of the district of Shahabad (3.39), though not very high in itself, is considerably higher than the registered rate (1.93) for the whole district, as shown in Famine Statement A

hereto annexed. It is stated by the Collector that the death-rate of this area is in ordinary years higher than that of the rest of the district, and that this year, while other parts of the district are healthy, small-pox and heavy fever mortality are reported from the distressed tracts.

9. *Loans*.—Loans for village works under the modified rules under the Land Improvement Loans Act do not appear so far to have proved attractive, but complete information is not yet in the possession of Government. The local officers have been asked to furnish fuller particulars under this head in future reports.

10. *Food-stocks, importation of grain, and prices*—The total imports of the Division, including Patna and Gaya, during the period under report, are stated to have been 6,24,730 maunds, and the exports 1,58,643 maunds, against 5,51,769 and 1,84,456, respectively, in February. The imports exceeded the exports by 4,66,087 maunds, and a considerable portion of the former consisted of Burma rice. No deficiency in food supplies has been reported from any of the affected districts of the Patna Division. Prices have remained steady.

11. *Chota Nagpur*—The situation in the Chota Nagpur Division depended to a great extent on the *mahua* crop. That crop has been seriously damaged by rain and stormy weather in the lower-lying portions of Hazaribagh, in Palamau and in Manbhum; in the district of Lohardaga, which is an elevated region, and on the plateaux of Hazaribagh, the damage done was less considerable. The poorness of the *mahua*, combined with the failure of the mango crop, may lead to more widespread distress than was anticipated, and prices are reported to have generally risen. Public health continued to be on the whole good, and the general condition of cattle appears to have improved, although cases of disease are still reported, while the rain that fell during the month will have the effect of increasing the supply of fodder.

No report has been received from Singhbhum since the change in the weather, and exports being still far in excess of the imports, it is believed that there has been no change for the worse in the condition and prospects of this district. In Lohardaga, although no actual indications of distress have come to notice, prices continue to rise, exportation had stopped, and grain merchants had begun to import rice in considerable quantities and were selling it at 8 seers per rupee in the head-quarters of the district. There was rain throughout the district on the 21st, 22nd, 23rd and 24th March, the fall amounting to 1·13 inches at Ranchi, ·73 of an inch at Palkot, ·91 at Lohardaga, and 1·62 at Silli, and there has been further rain since the close of the period under report. The extent of the damage done to the *mahua* crop is not yet known. The poorer classes are beginning to feel the pinch of distress, and the local officers contemplate opening test-works shortly.

The total rainfall in Palamau during March is reported to have been 1·48 inches, and the outturn of the *mahua* crop is estimated at about 10 annas. The *rabi* crops have been seriously injured by rust and worms, and the outturn for the whole district is estimated by the Deputy Commissioner at 6 annas. Prices have risen higher than before, the price of rice being under 8 seers per rupee in many places. The relief works are not, however, attended by large numbers. At the end of February there were nine Government relief works open, with a total number of 4 287 labourers (men, women and children). The number of works has since been increased to 13, but the labourers employed on them numbered only 3,181 at the end of March. This fall in the numbers is attributed to the gathering of the *mahua*, but it also appears to show that the people must have greater resources than was supposed by the local officers. Several private works are open, but precise information of the numbers employed on them has not been furnished. The numbers on Government gratuitous relief increased from 514 at the end of February to 1,524 on the 27th March. The Commissioner thinks that this increase is what may be expected, as the continued rise in prices makes itself more and more felt by persons who are unfit for manual labour.

The Palamau Branch Committee of the Indian Famine Charitable Relief Fund have commenced operations, and at the close of the period under report,

were giving relief to 297 *parda-nashin* women, 88 respectable men, and 99 children, the daily rate being two annas per adult and one anna per child. They have also given supplementary relief to 46 others.

The offer of Government to pay a bounty of 8 annas for every maund of Burma rice imported has not had much effect. The total quantity of Burma rice imported up to the close of the period under report is stated to have been 1,803 maunds. The bounty has since been extended to country rice, and will be paid for all rice brought into the Palamau district up to the 30th April. The total amount of advances for village relief works in this district, sanctioned up to 27th March, was Rs. 32,700, and the total amount paid Rs. 11,096.

The Deputy Commissioner of Palamau reports that 16 persons came to Daltonganj from Singrauli in the Mirzapur district in a very emaciated condition. Some of them were sent to the hospital and some were given gratuitous relief.

The *mahua* crop in Manbhum as elsewhere in the Chota Nagpur Division has been considerably damaged by the inclement weather during the latter half of March, the loss being estimated by the Commissioner at not less than 8 annas. Prices continued high, ranging from 8 to 10 seers. The area affected remained the same as previously reported, but of the 11 test-works which were open at the end of February, two were closed in the first half of March, as they failed to attract labourers. The total number on the nine remaining works on the 27th March was 3,459, against 3,492 at the close of February. When the report for the month of February was submitted to the Government of India, precise information had not been received as to the numbers on gratuitous relief. The number estimated by the Deputy Commissioner was 5,000. At the end of the period now under report, the actual number on gratuitous relief was 4,118. No precise information has been furnished of the amount advanced under the modified rules under the Land Improvement Loans Act.

The hopes entertained of a full *mahua* crop in Hazaribagh have been falsified by the bad weather, and the outturn of this crop is now estimated at 12 annas. Prices, already high, show a tendency to rise. In places rice was selling at less than 8 seers per rupee. The ordinary works under the Public Works Department and the Road Cess Committee have been converted into test-works at a piece-work rate of Re. 1-9 per 1,000 cubic feet. During the last week in February the total number employed on these works was 1,136, which rose to 2,261 in the second week of March and 2,618 in the fourth week. Four kitchens were opened in the beginning of the month. The number was subsequently raised to 14, and the number of persons fed at these *kitchens*, as stated in the supplementary telegraphic report of 6th April, was 535. The system of giving relief to women and indigent artisans by cotton spinning and weaving was being steadily developed with successful results by the Hazaribagh Branch Relief Committee.

12. *Presidency Division*.—During the latter half of the month there was general rain throughout the Division which has considerably improved the prospects of the future: the mango crop is, however, reported to be poor everywhere. The position in the 24-Parganas was unchanged, food-stocks were sufficient, and no distress was apprehended.

In Nadia distress has extended to the eastern half of thana Tehatta, and the total area affected during the period under report was 927.75 square miles with a population of 478,612. Although the recent rain, which averaged over three-fourths of an inch throughout the district, has improved prospects, the present pressure has increased. The number of Government relief works (14) remained the same as before, but the total number employed on them on the 27th March was 10,641, against 6,873 at the end of February. Large numbers are said to have been employed on the excavation or re-excavation of tanks undertaken by private individuals, but precise figures have not been furnished. The numbers on gratuitous relief largely increased, being 11,399 at the close of the period under report. Public health continued to be exceptionally good, and the death-rate in

the affected area was lower than in the remainder of the district. The condition of cattle is also reported to have been good. Food-stocks were sufficient and prices were generally steady.

The affected area in this district is reported to have been the same as before, but distress has deepened, and the number of beggars and applicants for gratuitous relief is reported to have increased, notwithstanding that large numbers are being relieved by the local Committee of the Indian Famine Charitable Relief Fund. There has been rain throughout the district, the reported fall in the affected area being .51 inch. This area ordinarily grows nothing but winter rice, but it is satisfactory that the people are taking advantage of the early rain to sow autumn rice and jute.

Four relief works were open in February, and the total number employed on them was 583. The number of works has since been increased to 16, of which 13 are tanks and three are roads. The total number of relief-workers on the last day of the period under report was 2,669, and the Collector writes that about 6,000 more are employed on works carried out by private individuals. The number on gratuitous relief has increased from 1,949 at the end of February to 4,090 at the end of March. Prices were generally stationary, and although the affected area depends on importation for its food-supply, no want of grain in the local markets has been reported; the condition of cattle was good. An outbreak of cholera has increased the death-rate in the distressed tract as well as in some of the other parts of the district in which there is no distress, but in which cholera prevails. This outbreak is attributed to the want of good drinking-water, for the supply of which several tanks are being excavated by Government as well as by private individuals, and the District Board is taking steps to sink ring-wells in the worst villages. Arrangements have also been made for two doctors to visit the affected villages with cholera medicines, and one of them is already on the spot.

It was reported last month that a man and a woman were alleged to have died of starvation. On enquiry it has been found that the man died of a disease which may have been due to insufficient food. The woman had no fixed residence and lived by begging. She did not come to the Circle Officer, and the *post-mortem* examination showed that her condition was such that in all probability no relief would have saved her life.

In this and some other districts of Lower Bengal women refuse absolutely to work on relief works, though their husbands who are respectable cultivators are working at less than half the wage earned by coolies in ordinary times. The result is that the Code wage being insufficient for the maintenance of the male workers and female members of the families, the numbers on gratuitous relief are disproportionately large. The Lieutenant-Governor has therefore authorised the introduction of the piece-work system at somewhat higher than the Famine Code rates, that is to say, the workers will be allowed to earn as much as they can, without a maximum limit, at somewhat higher rates for earthwork than those prescribed by Mr. Glass's tables.

The rain was general in Murshidabad and amounted to over an inch; it has slightly improved the condition of the affected tract in this district. Besides facilitating the preparation of land for the next *bhadoi* and winter rice crops, it has improved the prospects of the mulberry cocoon and of the *boro* paddy. It has also enabled the cultivators to sow a species of paddy known as *shati*, which takes 60 days to mature. Eight test works were open, and the total number of men, women, and children employed on them on the 27th March was 3,360. There was no regular organization for the distribution of gratuitous relief; but some relief of this kind was given through the agency of the police and of private gentlemen. Food-stocks were sufficient, and prices were generally stationary. Public health was, on the whole, satisfactory. The supply of fodder for cattle was sufficient, but in one of the affected thanas (Gowas) cattle-plague is reported to have broken out.

The district of Jessore has had the heaviest rainfall in the Division, the total fall from the 21st to the 30th March being—

| Jessore. | Inches |
|----------|--------|
| Sadar | 1 63 |
| Jhenidah | 3 18 |
| Magura | 3 98 |
| Narail | 2 74 |
| Bangaon | 2 66 |

The condition and prospects of thana Muhammadpur in the Magura subdivision improved, while anxiety with regard to Bangaon is stated by the Collector to be nearly at an end. The price of common rice is reported to have risen slightly, but food-stocks were sufficient. Public health and the condition of cattle were fair. Gratuitous relief was continued, the total number in receipt of such relief during the latter half of the month being 882.

13 *Bhagalpur Division*.—The affected districts in the Bhagalpur Division continue to be Bhagalpur and the Sonthal Parganas. In the other parts of the Division it is reported that there has been a gradual rise in the prices of all food-grains, notwithstanding the harvesting of the *rabi* crops and the recent rainfall, which is reported to have done much general good, but caused some slight injury to gram on the threshing floor, and more serious damage to the maturing *mahua* flower. The mango crop, which is of great importance in the districts of Malda and Bhagalpur and in the north of Monghyr, will, it is feared, be a failure.

In Bhagalpur, actual distress is still confined to parts of the Madhipura and Supaul subdivisions in the north, comprising a total area of about 500 square miles with a population of 325,000 persons. The recent fall of rain, which amounted to 1.91 inches in Madhipura and 1.41 inches at Supaul, is reported to have done nothing but good in these tracts, inasmuch as it has given a great stimulus to field operations, and as there was little or no *rabi* that could be damaged by the rain in the fields or on the threshing floors. In consequence of this improvement in agricultural prospects, the numbers on Government relief, which had risen from 8,160 at the end of February to 18,027 on the 22nd of March, fell to 13,474 in the week ending 29th March. At the end of the period under report there were nine relief works open in the two subdivisions, against four in the latter half of February. The total number of relief-workers was 9,819. Several tanks were being excavated by private individuals, and it is reported that private charity and private relief-works are playing an important part as they have done in all previous seasons of scarcity in North Bhagalpur. Government gratuitous relief was given by grain doles at the end of the period under report to 3,394 persons. The physical condition of the people and the public health were good, and food-stocks were sufficient.

Two other tracts in this district are threatened with distress. One is an area of about 150 square miles in the Colgong thana of the Sadar subdivision, which contains purely rice lands with no low lands, with next to no *rabi*, and with no *mahua*. In this area the rice crop is estimated to have been 4 annas only. The other tract is the Kataurna thana in the south of the Banka subdivision, in which it was hoped that the *mahua* crop would help the poorer classes. That crop has been considerably damaged by the rain, and the loss is estimated at from 4 to 6 annas. Both tracts are being carefully watched, and arrangements are ready to administer relief when needed.

The distressed area in the Sonthal Parganas is 367 square miles with a population of 93,000 in the Jamtara subdivision. In this and other parts of the Sonthal Parganas the *mahua* flower is a great adjunct to the food-supply. It is

used by the people for one meal in the day, the other meal being of grain. The rainfall during the latter half of March, which amounted to 1·24 inches, damaged the *mahua*, and the outturn is now estimated at one-third of an average crop. There were four relief works open, the numbers employed on which aggregated 2,313 at the end of the period under report, while the number in receipt of gratuitous relief was 235. Public health is reported to have been unusually good. The cattle were in good condition.

Anxiety is felt for the southern portion of the Godda and the north and south of the Deoghur subdivision. Test-works were opened, but did not attract labourers. The *mahua* crop is reported to have given relief for the time.

14. *Orissa Division*.—Reports from Angul and Balasore continue to be satisfactory. No single instance of distress has come to notice in either district. In the district of Cuttack it was believed that there was distress in pargana

| | Inches |
|-----------------------|--------|
| *Cuttack | 5 78 |
| Jajpur | 2 66 |
| Kendrapara | 4 09 |
| Banki | 1 76 |
| Palae Point | 8 69 |

Kuhunda-Jaipur, with an area of about ten square miles. A test-work was opened, but was not attended by any labourers. It is reported that there is abundance of work on the railway, but that the railway authorities have difficulty in securing labourers. This shows that the people are not now in need of relief. There was heavy rain throughout the district,* which has improved the prospects, and distress is reported to be confined to those

who cannot work. For these a system of gratuitous relief has been organised; about 70 persons daily were in receipt of doles during the week ending 27th March 1897.

The staple crop of the district of Puri is winter rice, and this crop during the past season, was injured first by heavy floods in July and then again by drought, the monsoon rains having ceased entirely in the middle of September 1896. The estimated outturn of this crop for the whole district is 8 annas, but in some parts is reported to have been as low as 2 annas or less. The worst tract is an area of 250 square miles with a population of about 70,000 lying along the northern and eastern shores of the Chilka lake and

Bajrakote, Malud, Parikud, Andhari, Satpara, Manikpattan, Bahubadrapur and parts of parganas Chowbiakud and Serari.

comprising the parganas named on the margin. The soil is generally sandy and grows only one crop, and the people are always more or less in straits. It was in these tracts that the famine of 1866 first made its appearance. It is reported that there are no local stocks of food-grains, and steps have been taken to supply this deficiency by importation from other parts of the district. Government relief works have been in progress since January, and the Raja of Parikud commenced certain protective embankments as early as November 1896. The Commissioner, who recently visited the affected tract, reports that the people themselves did not say that they would require relief after the setting in of the rains, and he thinks that this statement may be relied on. During the latter half of March there was heavy rain, which in the affected tract amounted to 2·45 inches, and slightly improved the condition of the tract. Fifteen relief works and four tests works are reported to have been opened in or near the distressed area, and the total number employed on them at the end of the period under report was 4,204. In addition to these a District Board road running through Malud and Parikud employed a daily average number of 436 persons, and the works undertaken by the Raja of Parikud were in progress. Gratuitous relief was given to a daily average number of 73 persons. Public health and the condition of cattle were good.

15. *Burdwan, Rayshahi, Dacca, and Chittagong Divisions*.—There is nothing of importance to report with regard to the Burdwan, Rayshahi and Dacca Divisions. The Commissioner of Chittagong writes that the only district in his Division which gives grounds for anxiety is Chittagong, but that in this district there has been general rain varying from 2 to 4 inches which has done good. The Commissioner reports that there is a tract along the sea coast in Satkania

and Banskhalī in which certain classes feel decided pressure. There is sufficient rice in store, but it is stated that the means of purchasing it are wanting. The Lieutenant-Governor does not think that there can be any widespread distress in Chittagong, and trusts that such isolated cases of distress as may occur will be adequately met by the measures which the local officers are taking with funds locally raised or provided by the Provincial Committee of the Indian Famine Charitable Relief Fund

I have, etc.,

M FINUCANE,

Secretary to the Govt. of Bengal.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 27th March 1897

| DISTRICT | Area. | Population in thousands | Affected area. | Estimated population in thousands of area in column 2 | NUMBERS ON RELIEF WORKS ON LAST DAY OF MONTH | | | | | Numbers of gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD-GRAINS IN SEERS PER RUPEE. | | | | | MONTHLY DEATH-RATE | | Death due to starvation | |
|-----------------------|--------|-------------------------|----------------|---|--|----------|----------|----------|---------|------------------------------|--|-------------------|--------|---------|-------------------|--------------------|-------------------|-------------------------|----|
| | | | | | Class A. | Class B. | Class C. | Class D. | Total. | | Common rice. | Maka. | Munna. | Barley. | Kurrli. | In the district. | In affected area. | | |
| | | | | | | | | | | | | | | | | | | | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| PATNA DIVISION | | | | | | | | | | | | | | | | | | | |
| | Sq. m. | | Sq. m. | | | | | | | | S. CH. | S. CH. | S. CH. | S. CH. | | | | | |
| Shahabad | 4,873 | 2,068 | 1,361 | 872 | | 6,215 | | | 6,215 | 17,226 | 8 8 | | | | | 198 | 3 58 | Nil | |
| Saran | 2,656 | 2,407 | 1,684 | 1,484 | | | | | 12,444 | 27,319 | 9 7 | 10 2 | | 13 10 | | 186 | 1 60 | Nil | |
| Champanan | 3,531 | 1,660 | 2,508 | 1,554 | 404 | 81,299 | 90 | 30,202 | 91,865 | 81,504 | 8 5 | 9 13 | | | | 228 | 2 28 | Nil | |
| Muzaffarpur | 3,004 | 2,711 | 1,831 | 1,600 | | 28 113 | | 808 | 27,011 | 31,274 | 9 0 | 10 8 | | | | 191 | 1 91 | Nil | |
| Darbhanga | 9,335 | 2,801 | 2,940 | 2,234 | | 103,582 | | | 103,582 | 59,374 | 9 1 | 10 0 | 12 8 | | | 162 | 1 09 | Nil | |
| Total | 16,898 | 11,002 | 10,419 | 7,304 | 404 | 107,189 | 90 | 31,100 | 241,237 | 196,806 | | | | | | | | | |
| CHOTA NAGPUR DIVISION | | | | | | | | | | | | | | | | | | | |
| Palaman | 4,912 | 506 | 4,012 | 596 | | | | 3,181 | | 3,181 | 1,534 | 8 24 | | | | 173 | 1 73 | Nil | |
| Manbhum | 4,147 | 1,393 | 886 | 225 | | | | | 3,459 | 4,118 | 9 8 | | | | | 14 | 1 1 | Nil | |
| Total | 9,059 | 1,799 | 5,797 | 821 | | | | 3,181 | 6,640 | 5,642 | | | | | | | | | |
| PRESIDENCY DIVISION | | | | | | | | | | | | | | | | | | | |
| Nadia | 2,793 | 1,644 | 927 75 | 478 | | 9,157 | | 1,484 | 10,641 | 11,399 | 9 to 94 seers. | | | | | 191 | 1 68 | Nil | |
| Khulna | 2,077 | 1,177 | 443 | 262 | | 2,638 | 31 | | 2,669 | 4,090 | 10 to 104 seers. | | | | | 341 | 1 34 | Nil | |
| Total | 4,870 | 2,821 | 1,369 75 | 740 | | 11,795 | 31 | 1,484 | 13,310 | 15,489 | | | | | | | | | |
| BHAGALPUR DIVISION | | | | | | | | | | | | | | | | | | | |
| Bhagalpur | 4,296 | 2,023 | 500 | 335 | 1,941 | 7,378 | | | 9,819 | 3,894 | 9 to 10 seers. | 13 5 to 14 seers. | | | 13 8 to 14 seers. | 1 6 | 1 9 | Nil | |
| Sonthal Parganas | 5,470 | 1,754 | 367 | 98 | | 2,303 | | 10 | 2,313 | 235 | 10 seers. | | | | | 22 | 1 79 | Nil | |
| Total | 9,696 | 3,786 | 867 | 418 | 1,941 | 10,181 | | 10 | 12,132 | 4,129 | | | | | | | | | |
| ORISSA DIVISION | | | | | | | | | | | | | | | | | | | |
| Puri | 2,472 | 944 | 250 | 70 | | 4,204 | | | 4,204 | 76 | 12 seers. | | | | | 207 | 1 5 | Nil | |
| GRAND TOTAL | 43,996 | 21,342 | 18,702 75 | 9,338 | 2,345 | 226,550 | 121 | 32,594 | 377,513 | 227,531 | | | | | | | | | |

* The death-rate is higher than in the rest of the district, but the Collector reports that there were no deaths from starvation. *File* paragraph 8 of the report.

† High death-rate due to prevalence of cholera and is not confined to the distressed area.

Monthly Famine Statement B for the four weeks ending Saturday evening, the 27th March 1897.

| DISTRICT | Maximum number for whom employment on relief works is estimated to be required in case of serious famine | NUMBER FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS | | NUMBER FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT | | EXPENDITURE SINCE 1ST APRIL 1897 | | | ADVANCES SINCE 1ST APRIL 1897 UP TO END OF MONTH UNDER— | | Revenues suspended. |
|------------------------------|--|---|----------------|--|----------------|--------------------------------------|------------------|----------------------|---|--------------------------|---------------------|
| | | On large works | On small works | On large works | On small works | Date up to which account is made up. | On relief works. | On gratuitous relief | Land Improvement or Loans Act | Agriculturists Loans Act | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| PATNA DIVISION | | | | | | | | | | | |
| | | For 90 days | For 90 days | For 90 days | For 90 days | 1897 | Rs. | Rs. | Rs. | Rs. | Rs. |
| Rahabadd | 12,000 | 10,240 | 9,802 | 8,710 | 3,408 | 27th March | 18,808 | 27,560 | 7,620 | 24,188 | Nil |
| Baran | 76,800 | 42,881 | 7,677 | 42,744 | 791 | 27th " | 49,683 | 41,781 | 13,157 | 33,031 | Nil |
| Champaran* | 210,000 | 205,500 | 87,700 | 105,000 | 80,000 | 27th " | 5,857 1/2 | 1,06,734 | 900 | 12,414 | Nil |
| Muzaffarpur | 900,000 | 5,518 | 60,981 | 1,030 | 50,147 | 27th " | 95,571 | 33,066 | 4,720 | 23,885 | Nil |
| Darbhanga | 871,964 | 198,478 | 213,498 | 102,551 | 187,487 | 27th " | 5,17,915 | 1,67,016 | 1,412 | | Nil |
| Total | 949,564 | 492,636 | 373,706 | 93,944 | 323,128 | | 12,85,654 | 3,70,761 | 27,209 | 1,12,508 | |
| CHOTA NAGPUR DIVISION | | | | | | | | | | | |
| Palamanu | 87,872 | 18,792 | 68,590 | 18,792 | 67,188 | 27th March | 18,881 | 2,502 | 8,051 | 477 | Nil |
| Manbham | 120,000 | 52,379 | 60,325 | 52,379 | 60,325 | 27th " | 2,376 | 2,126 | 7,928 | | Nil |
| Total | 997,972 | 71,171 | 137,915 | 71,171 | 127,513 | | 22,257 | 4,628 | 16,977 | 477 | |
| PRESIDENCY DIVISION | | | | | | | | | | | |
| Nadia | 88,280 | 0,005 | 11,445 | 9,605 | 11,445 | 27th March | 58,477 | 16,111 | 7,450 | 640 | Nil |
| Khulna | 10,480 | | 6,625 | | 6,625 | 24th " | 7,900 | 8,565 | 16,220 | 1,000 | Nil |
| Total | 48,760 | 0,005 | 17,970 | 9,605 | 17,970 | | 60,477 | 24,676 | 23,670 | 1,640 | |
| BHAGALPUR DIVISION | | | | | | | | | | | |
| Bhawalpur | 80,473 | | | | | | | | 1,200 | 7,131 | Nil |
| Sontal Parganas | 40,408 | 2,845 | 40,755 | 2,485 | 43,442 | 28th March | 3,054 | 345 | 1,500 | | Nil |
| Total | 70,973 | 2,845 | 40,755 | 2,485 | 43,442 | | 3,054 | 345 | 4,500 | 7,131 | |
| ORISSA DIVISION | | | | | | | | | | | |
| Puri | 0,000 | Programme under preparation | | | | 27th March | 8,577 | 39 | 1,000 | | |
| GRAND TOTAL | 1,384,678 | 490,257 | 573,336 | 486,645 | 618,300 | | 13,60,008 | 4,08,440 | 73,309 | 1,42,556 | |

* The figures in columns 3 to 6 for Champaran include 73 miles of the proposed Railway from Batsagnia to Bagaha, which would give employment to about 14,120 persons for three months.

No. 1181 F. Dated Simla, the 4th May 1897.

From T. W. Holderness, Esq., C.S., Deputy Secretary to the Government of India, to the Secretary to the Government of Bengal.

SIR,

In continuation of my letter No. 1115-F., dated the 23rd April 1897, I am directed to make the following observations on your letter No. 1132 (Famine), dated the 15th April, being the report on relief operations in Bengal during the four weeks ending the 27th March 1897.

2. The numbers on relief-works and in receipt of gratuitous relief on the last Saturday of the months of March and February in each district are shown in the following table, which has been compiled from Famine Statement A :—

| Division. | District. | ON 27TH FEBRUARY 1897 | | ON 27TH MARCH 1897 | |
|-----------------------|------------------|-----------------------|-----------------------------|--------------------|-----------------------------|
| | | Relief-workers. | Number on gratuitous relief | Relief-workers. | Number on gratuitous relief |
| Patna Division. | Patna . . . | <i>Nil</i> | 149 | <i>Nil</i> | <i>Nil</i> |
| | Shahabad .. | 1,165 | 8,740 | 6,215 | 17,225 |
| | Saran . . . | 16,328 | 15,939 | 12,444 | 27,319 |
| | Champaran . | 110,905 | 37,333 | 91,995 | 61,504 |
| | Muzaffarpur | 20,318 | 11,219 | 27,011 | 31,274 |
| | Darbhanga . | 80,015 | 60,670 | 103,562 | 59,874 |
| Chota Nagpur Division | Palamau . . | 3,492 | 514 | 3,181 | 1,524 |
| | Manbhum . . | 4,287 | 5,000 | 3,459 | 4,118 |
| Presidency Division | Nadia . . . | 6,873 | 703 | 10,641 | 11,399 |
| | Khulna . . . | 583 | 1,949 | 2,669 | 4,090 |
| Bhagulpore Division | Bhagulpur .. | ... | ... | 9,819 | 3,394 |
| | Sonthal Parganas | . | . | 2,313 | 235 |
| Orissa Division | Puri . . . | . | . | 4,204 | 75 |
| | Total .. | 243,966 | 142,216 | 277,513 | 221,531 |

3. During the month of March there has been a remarkable increase in the numbers on gratuitous relief, while the numbers on relief-works have remained comparatively stationary. The figures for the week ending Saturday, the 17th April, which appeared in the *Calcutta Gazette* of the 21st April 1897, show that in some districts the numbers on gratuitous relief are still rapidly increasing. Thus—

| | 1 Relief-workers. | 2 Dependents. | 3 Otherwise relieved | Percentage of (3) to (1) |
|-------------------------------|----------------------|------------------|-------------------------|--------------------------|
| Shahabad (Bhabna Subdivision) | 10,469 | 1,925 | 20,330 | 194 19 |
| Saran . . . | 16,103 | <i>Nil</i> | 39,900 | 247 77 |
| Champaran . . . | 85,741 | 6,972 | 52,510 | 61 24 |
| Muzaffarpur .. | 48,195 | 3,617 | 47,808 | 99 19 |
| Darbhanga . . | 143,782 | 14,177 | 57,420 | 39 93 |
| Palamau . . . | 1,919 | <i>Nil</i> | 1,768 | 92-13 |
| Manbhum . . . | 3,927 | <i>Nil</i> | 4,874 | 124 11 |
| Nadia ... | 19,185 | 6,384 | 23,341 | 121 66 |
| Khulna .. | 3,255 | <i>Nil</i> | 5,221 | 160 39 |
| Bhagulpur .. | 13,986 | 708 | 2,932 | 20-96 |
| Sonthal Parganas . . . | 2,249 | 152 | 150 | 6 66 |
| Puri . . . | 3,687 | 33 | 152 | 4 12 |

The ratio of persons gratuitously relieved to relief workers is highest in Saran, but it is also very high in Shahabad, Muzaffarpur, Manbhum, Nadia, and Khulna. The Government of India in this and other details of famine relief administration are anxious to interfere as little as possible with Local Governments, but they think it necessary to say that they regard these figures with apprehension, and they would be glad to be assured that in the districts just mentioned State relief is being given in strict accordance with the prescribed tests and conditions of the Famine Code, that all persons able to work and in want are required to work as a condition of relief, and that gratuitous relief in villages is restricted to the classes specified in Article 42 of the Bengal Code. In saying this the Government of India do not overlook the permission given to the Circle Inspector under the special supervision of the District Officer by Article 141 to admit persons of respectable position and family to the gratuitous relief-list if no suitable work can be found for them. But they think that it should be found possible to provide for such cases from the bounty of the Indian Charitable Relief Fund, and to restrict save in exceptional cases State gratuitous relief to the special classes of persons mentioned in Article 42.

4. It is observed that in paragraph 31 of his letter, No 912 of the 7th April, the Commissioner of the Patna Division, commenting on the large increase in the numbers gratuitously relieved in the Saran district "hesitates to say" that gratuitous relief "is being overdone" there, "in the face of the strong opinion expressed by the Collector," and "the admitted fact that in Saran gratuitous relief must take a very high place," though he adds that the matter deserved and would receive careful attention. But on referring to the opinion of the Collector, as expressed in his letter No. 1025 dated the 3rd April, the Government of India find that that Officer reported that although deserving cases had been omitted from the lists, undeserving ones had been admitted. He also expressed his intention of drafting a great many recipients of gratuitous relief on to relief-works. The fact that the numbers on gratuitous relief in this district have, according to the latest returns, risen considerably above the figures for the 27th March would seem to indicate that the Collector's intention has not been carried out, and that many persons who are able to work are still being gratuitously relieved. The difficulty stated by the Collector to be experienced by his circle officers in distinguishing deserving from undeserving persons, pertinently illustrates the expediency of substituting in the case of all persons capable of doing work and in want, a self-acting labour test for the personal discretion of a relieving-officer. In the words of the Famine Commission, "for those who are able to work the safest and most efficacious form of State help is to provide them with work." The Government of India do not anticipate that in point of principle there is any conflict of opinion between themselves and the Government of Bengal. But what they wish to know is whether the importance of this principle in the administration of famine relief is sufficiently recognised by the district Magistrate of Saran and of the other districts in which the numbers in receipt of gratuitous relief bear an excessive proportion to the numbers employed on relief works.

5 The second point which has struck the Government of India in examining the March returns is the great number of relief-works open in some districts. In Muzaffarpur, for instance, there are 70 works open on which 48,000 labourers are employed, giving an average of only 700 labourers to each work. The scattered character of the relief-works must, it seems to the Government of India, add greatly to the difficulty of efficient supervision and the enforcement of the labour tasks. It is highly creditable to the famine-relief officers that the outturn of work reported to be secured from the workers in the several districts is so good. But the difficulty of securing correct measurements of work and strict enforcement of tasks is recognised to be very great even under the most favourable conditions, and there is evidence in the district reports accompanying the Commissioner of Patna's fortnightly reviews that inaccurate and fraudulent measurements not un seldom occur on the works at present open in Behar. The Government of India are doing what they can to assist the Government of Bengal in obtaining the services of military non-commissioned officers as charge superintendents of works. But it is doubtful whether the full number of officers asked for can be obtained, and the Government of India would suggest for

the consideration of His Honour the Lieutenant-Governor whether with the view of concentrating and thereby utilising more effectively the available staff of work-agents and charge superintendents, greater resort might not be had in the Behar districts to large works professionally managed by the Public Works Department. The Government of India are aware that owing to difficulties about establishments the transfer of works from the civil authorities to the Public Works Department has made as yet but slow progress and there may be special reasons, such as the absence of large drainage, road, or embankment projects, which prevent the concentration of relief labour in Behar on important works. But there can be no question that the general experience elsewhere in this and in former famines is all in favour of large works professionally controlled, whenever the number of persons seeking relief is numerous. I am to invite an expression of the Lieutenant-Governor's views on the above suggestion.

6. With reference to the complaint of the East Indian Railway authorities that they cannot obtain labour for the construction of the Moghul Sarai-Gaya line on account of the labouring classes preferring the relief works, and to the action taken by the Commissioner and the Collector thereupon, I am to say that similar complaints have been preferred elsewhere in other provinces, and that the Government of India consider that every such complaint should be made the subject of searching investigation. If inquiry shows that a relief work is attracting numbers of persons who in other years would resort to the railway work and who could, with food at its present price, earn enough at contract rates to support themselves, steps should obviously be taken to prevent such undesirable competition. If the inquiry, on the other hand, shows that the complaint is not well founded, it is desirable for the good credit of the famine policy of the Government that it should be clearly and openly refuted. In connection with the subject of the alleged attractiveness of relief-works I am to ask what decision has been arrived at regarding the introduction of petty piece-work in certain cases and in certain localities, which was stated in paragraph 2 of your letter No. 778, of the 18th March to be under consideration.

7. In paragraph 4 of your letter No. 778 of the 18th March, it is said that it would be helpful to the Government of Bengal if the Government of India could furnish it with information regarding the tasks demanded and actually found capable of being enforced as tests of distress in other provinces. I am to say that information has been called for from Local Governments and that it will be furnished on receipt to the Government of Bengal.

I have, etc.

T. W. HOLDERNESS,

Deputy Secretary to the Government of India.

No. 1158 F.G., dated Bankipore, the 11th May 1897.

From J. A. Bourdillon, Esq., Offg. Commissioner of the Patna Division, to the Secretary to the Government of Bengal, Revenue Department.

I have the honour to submit herewith my famine report under sections 13 and 24 of the Famine Code for the second-half of April. The figures in the statements refer to the three weeks ending 17th and 24th April and the 1st May. I regret that the report is so late, but the figures to be collected were those for three weeks instead of a fortnight, involving much extra labour both in the local offices and in mine. The report for the Darbhanga district, in which both the numbers relieved and the number of works open are larger than anywhere else, was not received in my office till midday on the 12th owing to the misbehaviour of the messenger.

PART I.—INTRODUCTION.

2. Since the date of my last report I have made two short tours in the Division.

3. On the evening of the 21st April I met at Bankipore the Hon'ble Mr. James, Vice-President of the Executive Committee of the Indian Famine Charitable Relief Fund, and accompanied him to Motihari. After spending the 22nd at Motihari, we travelled by night to Muzaffarpur, and after passing the forenoon of the 23rd there proceeded to Darbhanga, arriving in the evening. On the afternoon of the 24th Mr. James went on to Calcutta, and I returned to Bankipore. During this tour we discussed at great length with the three Collectors the condition of their districts and the proposals for the expenditure of the funds allotted by the Provincial Committee. We also interviewed at each place the members of the District and Sadar Local Committee, and discussed their plans with them. Mr. James was also shown the poor-houses, as well as our systems of task work and of gratuitous relief.

4. My next tour was in the Saran district. On the 29th April I went up to Chapra by the morning train, and spent that day and the next at Chapra, as it was essential that I should discuss with Messrs. Earle and Chapman together not only famine affairs, but also important matters connected with the Hutwa Estate and others. I inspected the Chapra poor-house, which is the best that I have yet seen for completeness and good management. Mr. Chapman, who has had charge of this work, deserves credit for it. On the evening of the 30th I proceeded to Siwan with Mr. Knyvett, District Superintendent of Police, where I spent the night and saw Messrs. Tytler and Lyall. On the morning of the 1st May I drove to Hutwa, where there were many matters to be discussed with the manager and his assistants; here I was met by Messrs. Gauntlett and Garrett. In the evening, after an interview with the Maharani, I drove to Gopalganj with Mr. Chapman, Officiating Collector, who had joined me at Hutwa in the afternoon. On the 2nd May I drove with Messrs. Chapman and Lister (Subdivisional Officer of Gopalganj) to Jhajwa (18 miles), where we met Mr. Lang (Charge Superintendent), Mr. Pridham (R.E.), Assistant Engineer, and Messrs. Vipani and Berrill, local planters. As it was Sunday, there were no workers visible; but we examined two large works on the way. In the afternoon we drove on to Bangshat Factory (7 miles), where we found Messrs. Toogood and Maconchy. On the 3rd May Mr. Chapman and I drove to Rajaputty Factory (7 miles), where I had some conversation with Mr. Mackenzie, the Manager, and then rode about 7 miles (there and back) to the Jagdispur tank, where we were met by Messrs. Toogood and Maconchy again. The people on this tank, which is under Public Works Department agency, were on strike, because the task had been raised under my orders. They were in excellent condition, and fully capable of doing the task. We next drove to Bahrowlie Factory, where we were entertained by Mr. Filgate, the Manager, who has been of great assistance to the Collector in many ways. From Bahrowlie we drove through Masrak to Chapra, 26 miles—arriving at dark. On the 4th May I returned to Bankipore.

5. My observations on this tour fully supported Mr. Earle's differentiation of the distressed portions of his district. East Gopalganj and the north-eastern corner of the Sadar subdivision are certainly the worst parts of the district that I have yet seen, and undoubtedly require help, but I doubt whether the distress is so acute as Mr. Earle thinks, and the attitude of the people towards relief works shows that they still have some resources: here, elsewhere, there is a small percentage who are in very acute distress from high prices and the failure of crops. The prospects of the crops in the country all along the road from Masrak to Chapra were very good, but this is admittedly one of the best parts of the district.

PART II.—DISTRICT REPORTS.

6. *Patna*.—The brief statement that "all's well" is almost sufficient for a report of this district during the past three weeks. Crop prospects are excellent.

Prices are fairly steady with a slight tendency to rise, especially in the case of common rice. Cultivators are said to be holding on to their *rabi* everywhere.

7. Food-grain traffic is as brisk as ever. The imports during the three weeks under review aggregated 1,16,890 maunds, while the exports were 70,114 maunds, leaving a balance of 46,776 maunds in favour of the district. At the end of the previous fortnight the balance in favour of imports was only 17,231 maunds. Out of these imports, 85,141 maunds were rice, and 12,440 maunds wheat, the latter mostly from the westward.

8. The Collector has been trying to carry out his ordinary repairs to District Board roads this year by a system of direct payments, but finds that the labourers are well enough off to be able to refuse $2\frac{1}{2}$ and even 3 annas a day. Nothing could be more eloquent of the good condition of the people in this district.

9. The Bankipore poor-house contained on an average 111 persons a day during the last three weeks.

10. *Gaya*.—There is no change in the prosperous condition of this district. The *china* crop, which ripens here earlier than in the districts north of the Ganges, is nearly harvested, and this will add to the already ample food stocks in hand. The *mahua*, which is an important crop in this district, especially in the south, has been better than it was last year.

11. Prices show a tendency to harden, but the difference is very slight. Burna rice is selling everywhere a little cheaper than country rice.

12. Imports for the three weeks were 22,691 maunds against 11,244 maunds, and exports 977 maunds as against 1,177 maunds, so that for this longer period the balance in favour of the district was 21,911 maunds as against 10,067 maunds in the preceding fortnight. It is probable that much of the imports which were chiefly rice (17,630 maunds) were intended for re-exportation to Palamau, as 2,232 maunds of that grain went southward.

13. A considerable number of persons were fed at the kitchens along the Grand Trunk Road, the average daily numbers being as follows: Barachatti 36, Kusa 98, Madanpur 86, Aurangabad 133. A relief kitchen at Nawada had an average daily attendance of 38, and that at Badhaul, kept by a local Mahant, gave cooked food to 66 and grain doles to 82 persons a day on the average.

14. *Shahabad*.—From this district also the report shows that matters are progressing satisfactorily, although the collector has had to extend his affected area by including the Rohtas plateau and the Akbarpur tract along the Sone. The total area affected has been carefully recalculated, and including the two tracts just named, it amounts to 1,632 square miles with a population of 381,296 persons.

15. The public health in the district is good, although in the Bhabhua subdivision the death-rate for March was somewhat higher than usual; but Mr. Windsor in his 12th and 13th paragraphs has shown that this was almost entirely due to small-pox, which also caused many deaths in February.

16. Prices remain practically stationary; and this fact, coupled with the large exports to be noticed below, seems to show that stocks are plentiful in the district as a whole. At Bhabhua while rice and peas remain the same, wheat is half-a-seer cheaper and *rahar* a seer dearer than it was three weeks ago.

17. There has been a further development of exports in the period under report. Imports by rail were 26,368 maunds against 28,777 maunds, and exports 56,998 maunds against 28,407 maunds, so that the result was a net loss to the district of 30,630 maunds instead of a small gain of 370 maunds. The imports consisted mostly of rice, and the exports were *rabi* cereals and pulses. The arrangements for getting information from Zamania and the river side ghats are now completed.

18 The following statement, as usual, gives the figures for relief works and gratuitous relief:—

SHAHABAD

| Week ending | Number of works open. | AVERAGE DAILY NUMBER OF MALE UNITS ON— | | | | Average daily outturn per male unit | Cost per 1,000 cubic feet. |
|----------------|-----------------------|--|----------------------------------|---|--------|-------------------------------------|----------------------------|
| | | Task work. | Daily wage, irrespective of task | Gratuitous relief, including dependants | Total. | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | | | | | | C ft. | Rs. A P |
| 3rd April 1897 | 7 | 7,196 | 516 | 16,311 | 24,023 | 39 | 2 13 2 |
| 10th " " | 7 | 6,418 | 619 | 17,899 | 24,936 | 35 | 2 14 1 |
| 17th " " | 7 | 7,297 | 909 | 18,390 | 26,596 | 36 | 2 12 1 |
| 24th " " | 7 | 5,174 | 855 | 19,319 | 25,348 | 39 | 2 7 2 |
| 1st May " | 7 | 4,196 | 668 | 18,596 | 23,460 | 39 | 2 3 7 |

The number of works open remained the same, for though two have been closed, the Hata-Bhabhua road because it was finished, and the Hata-Durgaoti road because it was near the Railway works, two others have been opened, viz., the Bhabhua-Rajghat and Bhabhua-Jahanabad roads. A tank is also being excavated at the expense of the Sabar Ward.

19. The daily average number on task work shows a steady diminution, due partly to the reduction of the wage caused by an alteration of the grain basis from rice at 8½ seers to a mixture of peas and rice at 9½ seers. It is also partly due to the closing of the two roads mentioned above, which has not yet been followed by a corresponding increase in the numbers on the two new roads, and the railway there is also some private work which attracts labour. The increased railway rate of Rs. 2-8 per 1,000 cubic feet is beginning to attract rather larger numbers, the daily average of persons on the railway in the three weeks under review having been 6,702, 9,236 and 10,231.

20. The numbers on daily wage irrespective of task show some increase as compared with the figures for previous periods, and are now 14.61 per cent. of those on task work, whereas in the previous fortnight they were only 8.63. The reason is that under recent orders those who receive the Sunday wage are entered in this category, and not among the task workers.

21. The outturn of work and cost rate remain good, considering the hardness of the soil. The Collector has just made a tour in Bhabhua, visiting all the relief works, and he was on the whole satisfied with what he saw. The individual digger system is in force in this district, and as it is working well and can be maintained, because the numbers are small, I have decided not to interfere with it, or to insist on the pit-gang system being introduced. The results are good enough to justify non-interference.

22. Gratuitous relief is still very large in this district. Since the date of my last report I have been in correspondence with the Collector on the subject, and he urges strongly that the peculiar circumstances of the district, which have more than once been detailed before, justify the high figures. However a remark in the report now under review shows that the classification of labour in this district is not the same as that adopted elsewhere. Mr. Windsor says that all his labourers are B class, and that none of them are so weakly as to require to be set a special task. As it is certain that many such weakly persons must be in existence, and as the numbers on daily wage are too small to allow of their all being included in that category, the inference is irresistible that many of those who are now in the receipt of gratuitous relief ought to be working as D class labourers. (On the

other hand, the Collector reports that he has carefully checked the gratuitous relief lists, and finds that they are satisfactory. The point will be fully discussed with Mr. Windsor.

23. The poor-houses, along the Grand Trunk Road and elsewhere, continued to relieve a number of persons, the daily average for each of the three weeks having been 581, 610 and 701

24. *Saran*.—The feature of the last three weeks in this district is a steady rise in the numbers on relief works and in those receiving gratuitous relief; in other respects there is not much to notice.

25. Rain fell here, as elsewhere, on the 21st and 28th. Much benefit to the pasture has occurred from these flying storms, as well as to the *china* and sugarcane.

26. Crop prospects are excellent. As already stated, I have during the past week made a short tour in *Saran*, and I was gratified, though not surprised, to find with what readiness and resource the raiyats have almost everywhere adapted themselves to the season. *Chours* and swamps usually abandoned to the village pig, the buffalo, and the cattle egret, are this year green with early rice and *janera*, almost every piece of land which it is possible to irrigate has a crop of *china*, which may be seen in every stage of growth, and vast stretches of land lie waiting for the *chador* or the rice crop, all ready ploughed or dug up with the hoe. Mr. Tytler, Sub-Deputy Opium Agent of Siwan, estimates that 50,000 bighas in the north and west of the district have this year been sown with *china*, and it would probably not be too much to say that the district contains 100,000 acres of this useful grain, which, if well watered, yields 15 or 20 maunds an acre.

27. Having regard to these prospects and to the effect which the *rabi* crop has had on the condition of different parts of the district, the Collector has revised his areas of distress, and has reduced the area to 1,512 square miles with a population of 1,416,176 persons. He has submitted his monthly map coloured accordingly.

28. Prices show very little variation, and are if anything easier at Gopalganj than elsewhere.

29. Taking the statistics for rail, road and river together so far as they can be ascertained, the imports during the three weeks amounted to 162,652 maunds against 94,256 maunds in the previous fortnight, and the exports were 18,115 maunds against 9,761. The result is the large balance in favour of the district of 144,547 maunds, against 84,495 in the previous fortnight. Most of these imports were rice from Calcutta and the Burdwan Division, but there is a considerable importation of "other food-grains" from the neighbouring districts of the North-Western Provinces. The total rice imported aggregated 89,820 maunds, and wheat reached 20,163 maunds.

30. The accompanying statement gives the usual particulars as regards relief works and gratuitous relief:—

SARAN

| Week ending | Number of works open. | AVERAGE DAILY NUMBER OF MALE UNITS ON— | | | | Average daily outturn per male unit | Cost per 1,000 cubic feet. | |
|-------------|-----------------------|--|-----------------------------------|--|--------|-------------------------------------|----------------------------|----------|
| | | Task work. | Daily wage, irrespective of task. | Gratuitous relief, including dependants. | Total. | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | |
| 1897. | | A—Under the Collector | | | | | C. ft. | Rs A. P. |
| 3rd April | — | 5,160 | 1,008 | 27,206 | 33,374 | 32 9 | 2 8 3 | |
| 10th „ | 33 | 8,000 | 1,695 | 31,398 | 41,093 | 31-2 | 2 11 9 | |
| 17th „ | — | 9,501 | 2,068 | 35,501 | 47,070 | 34 4 | 2 6 7 | |
| 24th „ | — | 12,270 | 2,519 | 38,307 | 53,096 | 30 3 | 2 12 8 | |
| 1st May | 39 | 13,601 | 3,525 | 42,976 | 60,102 | 34 1 | 2 9 1 | |

| Week ending. | Number of works open | AVERAGE DAILY NUMBER OF MALE UNITS ON— | | | | Average daily outturn per male unit | Cost per 1,000 cubic feet |
|--------------|----------------------|--|----------------------------------|---|--------|-------------------------------------|---------------------------|
| | | Task work. | Daily wage, irrespective of task | Gratuitous relief, including dependants | Total. | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 1897. | | <i>B—Hutwa Raj</i> | | | | | |
| | | | | | | C ft. | Rs A P. |
| 3rd April | — | 3,061 | 518 | 402 | 3,981 | 23 | 3 2 9 |
| 10th „ | 10 | 3,162 | 625 | 360 | 4,147 | 19 | 3 14 3 |
| 17th „ | — | 2,670 | 578 | 345 | 3,593 | 19 | 3 13 8 |
| 24th „ | — | 3,103 | 549 | 345 | 3,997 | 19 3 | 4 0 0 |
| 1st May | 9 | 3,392 | 595 | 349 | 4,336 | 18 4 | 4 2 7 |

Six new works have been opened, and out of the total, 33 are under civil and six under Public Works Department agency.

31. Turning first to relief works, it will be seen that there has been a steady advance during each of the last three weeks in the numbers on works equivalent to 76.54 per cent. in all during that period, the increase being 70 per cent. in the case of task workers and 107.9 in that of those paid by daily wage irrespective of task. As the figures in Form 5 are still submitted in the old form, it is difficult to say where this increase has occurred, nor has the Collector said anything on this point.

32. The daily outturn of work is fair and the cost rate low. This is partly because the Collector takes, as his basis for the grain equivalent, barley at from 12 to 14 seers the rupee. The Public Works Department figures of outturn are better than those for Civil Agency works (see Form 7) : first, because many of the Civil Agency works are tanks ; and, secondly, because the chief Public Works Department work in the district is in extraordinarily light and easy land.

33. The pit system is now being introduced. Mr. Earle, the late Collector, hesitated to introduce it, partly because he had no forms and partly because he found that with his small numbers he could manage to measure up and pay for the work of each digger and his carriers, which is after all the ideally fair system. I found that there was much leniency in regard to classification of soils, but I am now glad to learn that my orders for the exaction of a task of 200 cubic feet are being introduced : it can be done with ease almost everywhere.

34. The numbers on gratuitous relief are again very large, and Mr. Chapman, who has just taken charge, is disposed to think that it has been somewhat overdone in some parts of the district. I have little doubt of the fact, and hope that by close scrutiny he will be able to keep the numbers down. It is significant that there are very few D class labourers, and (a fact which was brought to my notice when I was in the district) the number of children who are relieved as dependants is extremely large, especially on works under Public Works Department agency, where there were 21 children dependants gratuitously relieved to every 100 task workers of all sorts. I have instructed the local officers that they must scrutinise more carefully the claims of children to be classed as dependants, and I also ordered that, if the numbers still continued large, kitchens were to be opened for the children at all large works, and that they should be fed on the spot instead of receiving pice to take to their parents. I trust that these two changes in practice will have the desired effect. During the last week of the period the average daily number of adult units in receipt of gratuitous relief amounted to 70.14 per cent. of all the adult units relieved in every way.

35. The relief works under the Hutwa Raj again give results much below those on works under Government officials : the outturn per male unit was not much more than half that obtained on Government works, and the cost rate

therefore is nearly twice as high. The Collector has called on the Manager to explain, and I trust that he will be able to improve the administration; it is true that many of the Raj works are tanks, but even if this point be conceded, there is no doubt that there is still room for more strictness and closer supervision.

36. The numbers in the poor-houses have begun to rise again, as the *rabi* harvest is over; in the four Hutwa institutions, the daily average was 409 against 231 in the previous period, and in the Government poor-houses it was 106 against 85.

37. The appended statement giving payment of money-orders month by month shows that the total receipts in April 1897 were only about half what they were in April 1896, the meaning obviously is that the emigrants are returning earlier than usual, for in 1896 the large drop occurred in May 1896; as times are hard and prices high all over the Province, it may well be that such large savings are not being brought back as usual; but, as I have already reported in a separate letter, more than 16 lakhs of rupees have been remitted to this district by small money orders between the 1st October 1896 and the 31st March 1897.

38. *Champaran*.—In this district the two principal features of the last three weeks' administration have been a steady decrease in the numbers on task work, and a somewhat disquieting rise in the prices of food-grain.

39. Public health continues good, and for April was relatively better than in March, the death-rate of the district being only 2.15 per mille, against an average for the past five years of 2.34. In Motihari, Madhubani, and Adapur thanas the rate is slightly above the average; elsewhere it is below it, as details are not yet available. They will be discussed in Mr. Macpherson's next report.

40. Rain fell on the 20th April in scattered showers, very variable in quantity, Motihari receiving an inch and a third, and Bagaha little more than a quarter of an inch. The effect was everywhere beneficial except to the indigo in a few places.

41. To show the range of prices, the Collector has given as usual the prices of the common grains at Motihari and Bettiah for the last day of the past four weeks, and has supplemented the information by the remarks in paragraph 12 of his report. At Motihari common rice and barley are a quarter of a seer dearer than they were four weeks ago, and *rahar* is 7 chitaks dearer; on the other hand, wheat is $1\frac{1}{2}$ seers cheaper, and gram 7 chitaks cheaper than before; maize is stationary. At Bettiah all grain is cheaper than at Motihari, but a glance at the average for five years shows that this is practically a constant incident; at this time common rice and maize are unaltered in price, but there is a rise of a seer in barley, and a quarter of a seer in wheat. On the other hand, grain is a seer cheaper, and *rahar* is cheaper by a seer and a half. In the bazars of Hardih thana common rice is sold between $7\frac{1}{2}$ and $7\frac{3}{4}$ seers, and in Bagaha it has risen from 9 to $8\frac{3}{4}$ seers; it is impossible that, at these rates, rice can be the common food of the people, and it is more likely that they are living on barley and gram. The Collector's latest weekly telegram states that the famine wage is based on maize at $9\frac{3}{4}$ seers.

42. Mr. Macpherson further states (paragraph 7) that the question of seed grain is now of pressing importance, and he will be asked at once to submit a special report on the subject. He has funds at his disposal for advances under the Agriculturists' Loans Act, and these can be freely used at once.

43. For the first time for many weeks there appears to be some check in the amount of grain imported by rail. The figures for the three weeks are 42,216 maunds imported and 671 maunds exported, against 71,854 imports and 246 maunds exports for the previous fortnight. The net result of the period is a balance in favour of the district of 41,545 maunds against 71,608 maunds for the fortnight previous. The imports to Bettiah also fell off considerably for some reason not explained, probably the *rabi* crop. Most of the imports were rice and paddy viz., rice 28,014 maunds and paddy 12,719 maunds, of which almost all came from Howrah, viz., 26,657 maunds and 12,169 maunds respectively.

44. The following table gives as usual comparative statistics of relief works and gratuitous relief:—

| Week ending. | Number of works open | AVERAGE DAILY NUMBER OF MALE UNITS ON— | | | | Average daily outturn per male unit. | Cost per 1,000 cubic feet. |
|----------------|----------------------|--|-----------------------------------|---|---------|--------------------------------------|----------------------------|
| | | Task work. | Daily wage, irrespective of task. | Gratuitous relief, including dependants | Total. | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 3rd April 1897 | . | 60,626 | 7,134 | 49,745 | 117,505 | C ft. 24 5 | Rs. A. P. 3 14 11 |
| 10th „ „ | 70 | 55,494 | 7,170 | 48,696 | 111,360 | 25 5 | 3 12 11 |
| 17th „ „ | 70 | 52,143 | 10,850 | 49,378 | 112,371 | 30 | 3 4 5 |
| 24th „ „ | 73 | 50,697 | 13,913 | 52,658 | 117,268 | 30 | 3 3 0 |
| 1st May „ | 81 | 43,891 | 12,271 | 54,057 | 110,219 | 33 | 2 13 4 |

The number of works has been increased again by the opening of three new Civil Agency works, and eight under Public Works Department Agency. The former now number 54 and the latter 27; of the eight new works under the Public Works Department, five are sections of the two big canals at Tribeni and Dhaka.

45. There has been a steady reduction in the number of task-workers (as a reference to my previous reports will show) since the week ending the 13th March, when the daily average was 92,654. Mr. Macpherson explains that it is partly spurious, since during the last three weeks those who receive the Sunday wage have for the first time been placed under those who receive the daily wage irrespective of task: it is also partly due to “the changes consequent on the closing of a number of works in North Bettiah, in order to transfer as much labour as possible on to the Tribeni canal.” These explanations affect the last few weeks, while for the earlier weeks of the period, it was said that the *rabi* harvest attracted a good deal of labour. All these causes, however, seem to me hardly to account for the quantity and persistence of the decrease, and the Collector will be specially addressed on the subject.

46. The outturn of work is improving, and is better on Public Works Department works than on those under Civil Agency, as the latter include an immense proportion of tanks. In a circular now under issue, I am directing all officers in whose district the piece-work system has been sanctioned to show the results separately from those for task-work, and in a separate letter to Government, I have asked permission to amend Form 7 for this purpose.

47. The decrease in cost rate is partly due to the elimination from the calculation of the payments made on Sunday, but this should not have been done: it is fair enough in calculating the outturn to divide only by the numbers of those who actually helped to produce it, but in calculating the cost of work, the whole of the attendants, special gangs and others should be included, since without them the work could not go on. The numbers on daily wage, irrespective of task, have risen for the reasons given in paragraph 45 above.

48. Mr. Macpherson's verdict is strongly in favour of the pit-gang system for reasons stated in his 22nd paragraph. In this district the piece-work system has been sanctioned in five large works, and was introduced on the Tribeni canal effectively only during the last week of the period under report. The rate of Rs. 1-14 per 1,000 cubic feet, first offered, was found by actual experience to give less than could be earned on task works, and had not Government sanctioned as a special case a rate of Rs. 2-8, the experiment would have broken down: it will be most carefully watched.

49. The numbers on gratuitous relief are still going up slowly, and the Collector points out that during the three weeks just past the daily average

numbers (not adult units) relieved, has gone from 60,870 to 64,484, which last figure is the equivalent of 4.3 per cent. of the population of the distressed area. This proportion is rather above the 3 per cent. which has been taken as a fair standard, but the Collector is alive to the fact that incessant checking is necessary, and with the additional officers now at his disposal, or shortly to be so, this closer supervision will be possible. Some of the recipients also will go off our lists on to those of the Charitable Relief Committees. A reference to Form 6 will show that in this district the number of dependants relieved on the relief works is well kept down. The percentage in the last week under report is 7.9 to all the persons gratuitously relieved.

50. In the six Government poor-houses in the district, a daily average of 585 persons was fed throughout the period under report. The high rate of the dole, 1 anna 8 pies, is explained to be due to the miserable condition of the inmates of these institutions, who are mostly sick beggars and waifs, who have been discovered and brought in, and require to be fed up with special diet and comforts.

51. The number of kitchens open was 11 with a daily average of 607 persons: it is clear that these institutions are not needed for the special purpose which makes them so valuable in Muzaffarpur.

52. Three of the Collectors' Charge Superintendents have been ill during the period under report.

53. *Muzaffarpur*.—As has been anticipated for some time, the three weeks under review have been marked by a steady increase in the number of those on relief works and in the receipt of gratuitous relief, but the increase, though considerable, has not been so great as was expected.

54. The health of the district remains remarkably good, and the rain which fell about the 20th and 28th of April, greatly benefited the growing crops, *chuna*, *moong*, and sugarcane, and secured the pasturage at any rate for the present.

55. Prices are fairly stationary. That of rice has risen everywhere, but as regards other grains the Muzaffarpur market is steady. At the two sub-divisional head-quarters some grains rose in price and others fell; wheat falling at both, and gram, which has not been a very good crop this year, rising at either place. There is no apprehension as to the sufficiency of food stocks.

56. Imports have apparently developed largely, but taking into consideration the longer period under report, the result is about the same as in the previous fortnight. Imports were 94,887 maunds against 62,386, and exports 4,656 against 1,647—the balance in favour of the district as the outcome of three weeks' traffic was 90,231 maunds against a net importation of 60,739 maunds in the previous fortnight. Of this quantity the greater portion (52,280 maunds) was rice, while 28,597 maunds of "other food-grains" were imported. Next to Muzaffarpur which imported 48,201 maunds, comes Sitamarhi with 12,427 maunds, two-thirds of which were rice.

57. The usual comparative statement of relief of all kinds is given below:—

| Week ending | Number of works open. | AVERAGE DAILY NUMBER OF MALE UNITS ON— | | | | Average daily outturn per male unit. | Cost per 1,000 cubic feet |
|----------------|-----------------------|--|-----------------------------------|---|----------|--------------------------------------|---------------------------|
| | | Task work. | Daily wage, irrespective of task. | Gratuitous relief, including dependants | Total | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 3rd April 1897 | — | 25,242 | 3,619 | 33,266 | 62,127 | C ft. 50 59 | Rs A P. 1 12 7 |
| 10th " " | 78 | 27,888 | 6,912 | 39,339 | 74,139 | 54 73 | 1 10 6 |
| 17th " " | — | 28,788 | 8,924 | 44,131 | 81,843 | 51 44 | 1 13 1 |
| 24th " " | — | 33,760 | 10,783 | 49,823 | 94,166 | 57 | 1 10 0 |
| 1st May " | 94 | 37,108 | 12,349 | 55,888 | 1,05,345 | 62 08 | 1 7 6 |

There has been a considerable increase in the number of works open, and in this respect Muzaffarpur now stands second to Darbhanga only: of the 94 works open, 74 were under Civil Agency and 20 under that of the Public Works Department.

58. It will be seen that for the last five weeks there has been a steady rise in the numbers on relief works and in the receipt of gratuitous relief. The Collector has not stated whether this rise was general, but I have had the figures totalled, and I find that for the last three weeks the grand total of male units on relief works in each subdivision has been as in the margin.

| Date | SUBDIVISION | | |
|------------|-------------|---------|-----------|
| | Sadar | Hajipur | Sitamarhi |
| 1 | 2 | 3 | 4 |
| 1897 | | | |
| 17th April | 55,669 | 42,167 | 128,441 |
| 24th .. | 62,723 | 57,490 | 147,050 |
| 1st May | 76,726 | 61,150 | 158,469 |

The figures denote a steady increase of pressure from high prices all over the district. That the rush has not been greater is probably due to the causes detailed in Mr. Hare's 4th paragraph: he has certainly succeeded in exacting a very high average outturn, and it is also true that the people are as a rule in good condition: for these results he undoubtedly deserves every credit, especially as they have been obtained at the expense of more anxiety than most officers would care to undergo. It is too early yet to say more on the subject. Except in the middle week of the period the outturn under Civil Agency was superior to that obtained on works under Public Works Department Agency.

59. On the Darbhanga Raj relief works in the Parihar Circle, a daily average number of 2,128 persons was employed.

60. Under gratuitous relief there has also been an advance to almost exactly the same extent—for whereas in the three weeks under review there has been an advance of 41.54 per cent. in the average daily number of male units on relief works, the increase in the average number of adult units daily receiving gratuitous relief has been from 39,339 to 55,888, or 42.04 per cent. I do not suppose that these figures will rise much higher, for the proper objects of charitable relief should by this time all have been entered on the Circle Officers' lists, while the number of new candidates should be more than counterbalanced by those who are transferred to the Agents of the Charitable Relief Fund. The ratio of those in receipt of gratuitous relief to those in receipt of all relief was 53.04 during the last week of the period.

61. The six Government poor-houses in each of the three weeks contained a daily average of 232,218 and 223 inmates. In the Darbhanga Raj poor-house at Parihar an average of 254 persons was fed daily.

62. The kitchens for children which form an important feature of relief in this district have again done excellent work: they were 26 in number, and in the three weeks under review there were fed on an average every day 2,587, 4,044 and 4,865 persons; of these 73.64 per cent were children, and they averaged respectively 1,929, 3,027, and 3,510 per diem in each week. The fact stated by Mr. Hare, that particularly in the Sitamarhi subdivision the people have begun deliberately to starve their children, especially the girls, rather than suffer themselves, is eloquent of the height which the pinch of hunger has reached. The same fact has been reported from Darbhanga and the worst parts of Champaran also. The attention of other District Officers will be drawn to the matter.

63. *Darbhanga*.—In this district steady progress is being made, and I am glad to be able to report that numbers are not rising. The expected rush has not yet begun.

64. Prices still remain stationary. Common rice is dearer at all the subdivisional head-quarters, and *marua* and *rahar* are dearer at Darbhanga, while gram is cheaper. At Samastipur *rahar* is cheaper: at Madhubani there is a fall in the price of wheat, barley, *marua* and *rahar*: all grains not mentioned above

have undergone no change in price. Food stocks in the bazars seem to be sufficient everywhere, except perhaps in parts of Bahera thana, were, according to the Collector, the grain is in the hands not of bunniahs, so much as zamindars, who are holding back for higher prices. The Local Committee of the Charitable Fund applied for leave to spend Rs. 5,000 in importing and selling grain to break this ring, but I have refused to sanction the proposal. If the difficulty continues, and the holders will not listen to reason, the Collector may have to appoint contractors under section 36 of the Famine Code, and to plant bunniahs on his relief works with the privileges allowed in paragraph 20 of Government Resolution No. 420M.P.I.

65. Imports of food-grain by rail show a satisfactory increase. The total imports for the three weeks aggregated 1,86,346 maunds, and the exports were 4,974 maunds, giving a net excess of imports of 1,81,372 maunds, or an average net import of 60,457 maunds a week: in the previous fortnight the average weekly net import was 40,967; the imports having been 85,063 maunds against 3,128, and the balance in favour of the district 81,935 maunds. Out of the total imports, i.e., 1,86,346 maunds, as much as 63,249 was rice, and 79,581 other food-grains.

66. The statistics for relief works and gratuitous relief are compared as usual in the following statement:—

| Week ending. | Number of works open. | AVERAGE DAILY NUMBER OF MALE UNITS ON— | | | | Average daily outturn per male unit. | Cost per 1,000 cubic feet. |
|----------------|-----------------------|--|-----------------------------------|--|---------|--------------------------------------|----------------------------|
| | | Task work. | Daily wage, irrespective of task. | Gratuitous relief, including dependants. | Total. | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | | | | | | C. ft. | Rs. A. P. |
| 3rd April 1897 | ... | 68,636 | 6,564 | 50,726 | 125,926 | 33 | 2 11 5 |
| 10th „ „ | 134 | 74,523 | 9,711 | 56,685 | 140,919 | 33 | 2 12 5 |
| 17th „ „ | .. | 62,638 | 12,536 | 56,140 | 131,314 | 38 3 | 2 7 2 |
| 24th „ „ | ... | 80,151 | 26,968 | 61,702 | 168,821 | 41 5 | 2 6 3 |
| 1st May „ | 152 | 78,835 | 24,337 | 64,068 | 167,240 | 38 08 | 2 7 6 |

There has been an advance in the number of works, which now number 152, divided as follows:—Civil Agency, 108; Public Works Department Agency, 44,

67. As regards male units on relief works, the total daily average numbers for the last five weeks are as follow, including both tasks workers and those on daily wage irrespective of task: 75,200, 84,234, 75,174, 107,119 and 103,172. The oscillations in the total are remarkable and are apparently due to the *rabi* harvest. The increase in the number of persons on daily wage, which is noticeable in the last three weeks, is due partly to larger numbers being employed in dressing gangs, partly to the effect of my orders that all those receiving the Sunday wage should be shown as receiving daily wage irrespective of task. The outturn is rising, and the cost rate falling. Form 7 shows that the outturn of work is still better on Civil Agency works than on those under the Public Works Department.

68. The figures below show that fluctuations have occurred in each subdivision. It will be seen that in the last week of the period under report, the falling off is accounted for in the Madhubani subdivision, and on Civil Agency works in the Sadar subdivision Public Works Department works have gained what the Civil Agency works have lost clearly implying a taking over of works.

In the previous week all the advance was in the Sadar subdivision, Madhubani remaining stationary :—

| SUBDIVISION | | April 3rd | April 10th | April 17th. | April 24th | May 1st. |
|--------------------------------------|---------------------------|--------------|---------------|----------------|---------------|-------------|
| 1 | | 2 | 3 | 4 | 5 | 6 |
| Sadar | Civil Agency | 26,841 | 28,420 | 34,011 | 47,383 | 41,790 |
| | Public Works Dept Agency | 21,753 | 26,566 | 26,057 | 29,039 | 34,640 |
| | Total | 48,594 | 54,986 | 60,068 | 76,422 | 76,430 |
| Samastipur | Civil Agency | 2,874 | 3,234 | 4,024 | 4,495 | 5,589 |
| | Public Works Dept. Agency | | | | | |
| | Total | 2,874 | 3,234 | 4,024 | 4,495 | 5,589 |
| Madhubani | Civil Agency | 16,029 | 18,502 | 20,803 | 23,309 | 19,714 |
| | Public Works Dept Agency | 20,236 | 21,551 | 23,066 | 20,561 | 19,634 |
| | Total | 36,265 | 40,053 | 43,869 | 43,870 | 39,348 |
| Total Civil Agency | | 45,744 | 50,156 | 58,838 | 75,187 | 67,093 |
| Total Public Works Department Agency | | 41,989 | 43,117 | 49,123 | 49,600 | 54,274 |
| GRAND TOTAL | | 67,308 | 87,733 | 107,961 | 124,787 | 121,367 |

69. Paragraphs 17 to 27 of Mr. Carlyle's report contain a valuable and interesting criticism on the pit-gang system which may be read ; as soon as the reports on this subject are received from all districts, they will be collated and a separate report submitted. In the meanwhile I propose to circulate to other officers for information and guidance Mr. Carlyle's account of the modified system introduced by Mr. Blackwood. I have seen the system working and it succeeded admirably.

70. Gratuitous relief has increased slowly in the three weeks : from 65,685 adult units to 64,068 : the rise is equivalent to 13.02 per cent.. The dole is now steady at about 97 pie, except those distributed by Public Works Department Agency, which are all to children dependants on relief works.

71. Poor-houses were opened in eight places as before : the daily average of inmates in the last week of the period was 238, as against 194 in the last week of the previous fortnight. Mr. Carlyle notices that children are not being properly fed, and I shall be glad to see him open kitchens in several places, as has been done in Sitamarhi.

72. The Darbhanga Raj had a daily average of _____ persons on relief works during the fortnight, and _____ on gratuitous relief.

PART III.—CONCLUSION.

73. The three weeks under review have been a period of steady progress, and it has witnessed the introduction of one or two improvements in administration. There has been a rise in the numbers both on relief works and in the receipt of gratuitous relief, but it has not been so great as has sometimes been anticipated.

74. There was rain in all districts on the 20th and 31st April, and in most on the 23rd. This fell in scattered showers, varying as much in intensity as in locality. The result has been purely beneficial, except in the few cases where damage has been done to indigo, for the rain has refreshed the crops on the ground—sugarcane, *china*, *moony*, early rice and *janera* has gone far to secure pasturage, and has to some extent filled the wells and tanks.

75. Crop prospects in these circumstances are excellent, and it is the subject of universal remark that lands have been prepared for *bhadai* and early rice this year unusually early and to an unusually large extent.

76. The public health continues good everywhere except in Bhabua, where there has been a good deal of small-pox, and in Patna City, where (as is always the case at this time) cholera has broken out. Cattle disease has been very bad in Patna and in parts of Darbhanga.

77. Prices remain fairly steady with a tendency to rise slowly: in one or two outlying tracts in Bagaha and Hardih, in Champaran, they are very high, and in Bahera, in Darbhanga, the Collector reports that they are kept up by a combination, not of bunniahs, but of zamundars. I give in the appendix statement showing the prices of common rice, wheat and barley on the last Saturday of each of the last seven months - it will be seen that the rise is nowhere alarming.

78. The imports and exports of the past three weeks are set forth below.—

| DISTRICT. | IMPORTS. | | EXPORTS | | EXCESS—I OR E | |
|-------------|----------------------------------|---------------------------------|----------------------------------|---------------------------------|----------------------------------|---------------------------------|
| | Fortnight ending 10th April 1897 | Three weeks ending 1st May 1897 | Fortnight ending 10th April 1897 | Three weeks ending 1st May 1897 | Fortnight ending 10th April 1897 | Three weeks ending 1st May 1897 |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Patna | Mds 68,566 | Mds 1,16,890 | Mds 51,895 | Mds 70,114 | I 17,231 | I 46,776 |
| Gaya | 11,244 | 22,691 | 1,177 | 977 | I 10,067 | I 21,714 |
| Shahabad | 28,777 | 26,368 | 28,407 | 56,998 | I 370 | E. 30,630 |
| Saran | 92,154 | 1,67,652 | 9,761 | 18,115 | I 82,393 | I 1,49,537 |
| Champaran | 71,854 | 42,216 | 246 | 671 | I 71,608 | I 41,545 |
| Muzaffarpur | 62,386 | 94,887 | 1,647 | 4,656 | I 60,789 | I 90,231 |
| Darbhanga | 85,065 | 1,86,346 | 3,128 | 4,974 | I 81,935 | I 1,81,372 |
| Total | 4,20,044 | 6,57,050 | 95,701 | 1,56,506 | I 3,24,343 | I 5,00,548 |

It will be observed that there is a large increase in the excess of imports in all districts, except Champaran and Shahabad. In Champaran imports still exceed exports, but the balance is smaller than before. Shahabad has again been exporting her *rabi* so fast that the balance is heavily on the side of exports. The increase in Darbhanga and Saran is very large. The imports of rice from Howrah are shown in the margin for the last four periods. There is a large rise on the whole in spite of the sudden fall in Champaran, the increase in Darbhanga being especially large.

79. The following statement shows the number of persons receiving relief on the 1st May as reported in the *Calcutta Gazette*, and the percentage to the population of the affected area in each district on that date and on the last day of four previous half-monthly periods. There is a rise everywhere except in Champaran, where the numbers and the ratio have been falling steadily since the 13th March. The increase is apparently greatest in Saran, but that is partly due to a change in the Collector's estimate

| DISTRICT | FOR THE PERIOD ENDING— | | | |
|-------------|------------------------|------------|------------|------------|
| | 13th March | 27th March | 10th April | 1st May |
| 1 | 2 | 3 | 4 | 5 |
| Patna | Mds 10,225 | Mds 7,899 | Mds 23,067 | Mds 48,508 |
| Gaya | 745 | — | 1,123 | 10,027 |
| Shahabad | 1,499 | 4,872 | 2,314 | 7,924 |
| Saran | 35,970 | 32,169 | 41,247 | 68,435 |
| Champaran | 13,580 | 34,907 | 56,800 | 26,667 |
| Muzaffarpur | 11,670 | 16,051 | 15,074 | 36,182 |
| Darbhanga | 4,542 | 6,314 | 19,943 | 63,139 |
| Total | 78,132 | 1,02,712 | 1,62,868 | 2,60,867 |

of the total population affected. Muzaffarpur has advanced $1\frac{1}{2}$ and Darbhanga about 1 per cent. :—

| DISTRICT | Estimated population of affected area | Number in receipt of relief of all kinds on 1st May | PERCENTAGE RECEIVING RELIEF ON THE— | | | | |
|-----------------|---------------------------------------|---|-------------------------------------|------------|------------|------------|----------|
| | | | 27th February | 15th March | 27th March | 10th April | 1st May. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Shahabad ... | 381,296 | 30,858 | 1 6 | 4 8 | 6 65 | 8 77 | 8 7 |
| Saran ... | 1,416,176 | 78,957 | 2 86 | 2 83 | 2 99 | 3 85 | 5 57 |
| Champaran ... | 1,554,000 | 139,079 | 8 71 | 13 21 | 10 58 | 9 48 | 8 94 |
| Muzaffarpur ... | 1,660,000 | 113,952 | 1 85 | 3 31 | 3 66 | 5 34 | 6 86 |
| Darbhanga ... | 2,234,000 | 234,175 | 7 46 | 7 48 | 8 9 | 9 54 | 10 48 |
| Total | 7,245,472 | 597,021 | 5 76 | 6 70 | 6 76 | 7 39 | 8 23 |

80. The statement below compares the main statistics of relief works and gratuitous relief for the past and the previous period taking a mean of the weeks' averages in each.

| DISTRICT | FORTNIGHT ENDING 10TH APRIL 1897 | | | | | | | | THREE WEEKS ENDING 1st MAY 1897 | | | | | | | |
|-------------|-------------------------------------|-----------------------------|--------------------------------|----------------------------|-------------------------------------|-----------------------------|--|---------------|-------------------------------------|-----------------------------|--------------------------------|----------------------------|-------------------------------------|-----------------------------|--|---------------|
| | TASK-WORK | | | | DAILY WAGES IRRESPECTIVE OF TASK. | | GRATUITOUS RELIEF | | TASK-WORK | | | | DAILY WAGES IRRESPECTIVE OF TASK. | | GRATUITOUS RELIEF | |
| | Average daily number of male units. | Work done by each per diem. | Wages earned by each per diem. | Cost per 1,000 cubic feet. | Average daily number of male units. | Daily wages earned by each. | Number of adult units in receipt of gratuitous relief. | Average dols. | Average daily number of male units. | Work done by each per diem. | Wages earned by each per diem. | Cost per 1,000 cubic feet. | Average daily number of male units. | Daily wages earned by each. | Number of adult units in receipt of gratuitous relief. | Average dols. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 |
| Patna | | C ft. | A. P. | Rs. A. P. | | A. P. | | A. P. | | C. ft. | A. P. | Rs. A. P. | | A. P. | 15-18 | A. P. |
| Gaya | | | | | | | | | | | | | | | | 1 3 |
| Shahabad | 6,807 | 37 | 1 8 | 2 13 7 | 507 | 1 11 | 17,105 | 0 10½ | 6,556 | 38 | 1 6 | 2 7 7 | 811 | 1 10 | 18,788 | 0 10 |
| Saran | 5,580 | 32 | 1 3½ | 2 10 0 | 1,351 | 1 6½ | 29,303 | 0 7½ | 11,790 | 32 9 | 1 3½ | 3 9 5 | 3,704 | 1 6 | 38,628 | 0 7 |
| Champaran | 58,090 | 25 | 1 6½ | 3 15 11 | 7,153 | 1 9 | 49,230 | 0 10½ | 48,910 | 31 | 1 6½ | 3 1 7 | 12,344 | 1 8 | 63,031 | 0 11½ |
| Muzaffarpur | 26,506 | 62 | 1 6 | 2 11 6 | 5,285 | 1 8½ | 36,302 | 0 9 | 33,219 | 56 8 | 1 5 | 1 10 2 | 10,885 | 1 8 | 49,147 | 0 9 |
| Darbhanga | 71,679 | 33 | 1 6 | 2 11 11 | 6,187 | 1 7 | 63,706 | 0 10 | 78,875 | 59 39 | 1 6 | 2 7 0 | 31,290 | 1 6 | 60,637 | 0 9-12 |
| Total | 1,69,591 | | | | 32,472 | | 1,85,854 | | 1,78,350 | | | | 47,654 | | 3,30,339 18 | .. |

There is an increase of 3,759 in the average daily numbers of male units on task-work equivalent to an advance of 2.21 per cent. Including those on daily wage irrespective of task, the advance is 29,111, or 15.15 per cent. The large advance in those under the latter category is due to the inclusion of those paid for Sunday.

81. As is natural with both officials and people becoming daily more familiar with the work to be done, the daily average outturn is rising and the cost rate falling; the mean outturn of the five districts represented is 39.59 against 35.8 cubic feet and the mean cost rate nearly Rs. 2-7-2 instead of Rs. 2-12-2. So, too, the range of discrepancy under this head is shrinking; in the previous fortnight the highest outturn (Muzaffarpur) was 25 cubic feet, and the lowest

Champaran 25 cubic feet) giving a range of 27 cubic feet, in the three weeks under review, the highest outturn was 56·8 cubic feet and the lowest 31 cubic feet, a range of 25·8 cubic feet. Muzaffarpur and Champaran again occupying the extremities of the scale. In respect of cost rate the difference is now only between Rs. 3-1-7 in Champaran and Rs. 1-10-2 in Muzaffarpur, as against Rs. 3-13-11 and Rs. 1-11-6 in the same two districts previously.

82. In gratuitous relief there has also been an advance of 34,692 on the daily average number of adult units relieved, which is equivalent to 18·68 per cent. There is still some variation in the average dole which, in both periods, is lowest in Saran, owing partly to the cheapness of the grain taken as the equivalent, and highest in Champaran.

83. The distribution of works, as between the Civil and the Public Works

| DISTRICT | Civil Agency | Public Works Department Agency | Total |
|-------------|--------------|--------------------------------|-------|
| 1 | 2 | 3 | 4 |
| Shahabad | 7 | | 7 |
| Saran | 33 | 6 | 39 |
| Champaran | 54 | 27 | 81 |
| Muzaffarpur | 74 | 20 | 94 |
| Darbhanga | 108 | 44 | 152 |
| Total | 276 | 97 | 373 |

Department Agency, is given in the margin. During the past three weeks the total number of works open has increased by 51, the advance having been 43 under Civil Agency and 10 under Public Works Department Agency; as before, the Public Works Department seem to be much hampered by the difficulty of obtaining qualified subordinates. During the period under review the important step was taken of authorising a modified system of piece-work on the principles finally laid down in Government Resolution 181 of the 6th instant. As far as my information goes, this system is actually at work only on the Tribeni canal in Champaran and the

Bhagmati canal in Muzaffarpur, but I trust that within the current fortnight it will be extended to the other large works indicated in the Resolution, as well as in the Samastipur subdivision in Darbhanga, and in certain parts of Saran.

84. I have also drawn special attention to the necessity of checking more carefully than ever the measurements on relief works and exacting an honest task. I have also reminded District Officers that if the price of grain falls, the basis of the grain equivalent has to be altered. It is only the strict observance of these precautions that will prevent a large influx, not only of those who really require relief, but of all those also who are out of work at this the slackest season of the agricultural year.

85. Between the date of my last reports and the present date, seven officers of the Indian Staff Corps have reported themselves to me for famine duty and have been posted as follows.—Mr. Harding, 19th Madras Infantry to Saran, Mr. MacBarnett, 5th Punjaub Cavalry to Champaran; Messrs. Bliss, 21st Madras Pioneers, Harvest, 9th Madras Infantry, and Fagan, 6th Madras Infantry to Muzaffarpur; Mr. Hudson, 22nd Madras Infantry, and Hole, 19th Madras Infantry, to Darbhanga. Mr. Harvest has since been recalled for civil employment elsewhere. Some 60 non-commissioned officers and soldiers of the British Army have also arrived, and been posted to the four north Gangetic districts: it is perhaps too soon to judge of the usefulness of these men, but I may be allowed to note that many of them are hardly of the type that we hoped to receive; a majority being young soldiers with little knowledge of the country and little ability to provide for themselves. I have for the present stopped the supply.

86. Details of the amounts advanced in each district during and previous to the last period are given below. Shahabad is the foremost so far, but in all districts many applications are pending, which will be disposed of as soon as possible.

| DISTRICT | Amount advanced up to the 31st March 1897 | AMOUNT ADVANCED SINCE THE 1ST APRIL 1897 | | | REMARKS |
|---------------|---|--|-----------------------------|--------|---|
| | | Previous to period under report | During period under report. | Total | |
| 1 | 2 | 3 | 4 | 5 | 6 |
| Patna | .. | .. | .. | .. | (a) Not stated whether advanced under the modified rules or not |
| Gaya .. | .. | .. | .. | .. | |
| Shahabad | 1,950 | 2,900 | 3,725 | 6,625 | |
| Saran . | 9,952 | 746 | 1,432 | 2,178 | |
| Champanan .. | .. | 155 | 2,000 | 2,155 | |
| Muzaffarpur | 3,100 | 450 | 1,617 | 2,067 | |
| Darbhanga | 1,412 | 37 | (a) 3,862 | 3,900 | |
| Total . | 16,414 | 4,288 | 12,636 | 16,925 | |

87. During the period under review, a sum of eight lakhs of rupees in all was allotted for expenditure in this division by the Executive Committee of the Indian Famine Charitable Relief Fund.

This sum was distributed by me on the 19th April, as detailed in the margin.

| | Rs |
|-------------|----------|
| Shahabad | 25,000 |
| Saran | 1,15,000 |
| Champanan | 1,89,000 |
| Muzaffarpur | 2,15,000 |
| Darbhanga | 2,56,000 |
| Total | 8,00,000 |

Subsequently, as the outcome of certain correspondence with the Secretary of the Fund, another sum of five lakhs of rupees was allotted to this division. A circular distributing this sum was in print and about to issue, when I received intimation that the allotment might be reconsidered, and I have therefore taken no steps to distribute this further sum of five lakhs.

88. The usual statement of expenditure is appended. It will be seen that so far as these figures go, the expenditure to date has been Rs. 27,71,084, of which

Rs. 17,10,920 were spent up to the 31st March last, leaving an expenditure in the month of April of Rs. 10,60,164. During the last three weeks a sum of Rs. 6,58,719 has been expended. Of the total expenditure to date, Rs. 19,80,387 has been spent on relief works, and Rs. 7,38,466 on gratuitous relief.

89. The usual statements and maps are appended, but as this report is already very late, I do not delay it further to add any remarks on the progress for the month of April. I have already forwarded to Government a memorandum giving such information as I have been able to procure on the subject of food stocks, and a careful note on the agricultural operations of the next six months, prepared by Mr. Stevenson-Moore, Settlement Officer of North Bihar. The statements from Darbhanga have not been checked.

APPENDIX A.

| DISTRICT | RELIEF WORK | | | | GRATUITOUS RELIEF | | | | | | | MISCELLANEOUS. | | | | | GRAND TOTAL. | |
|----------------|--------------------|----------------------------------|-------------------------------------|-----------------------------|-------------------|---------------------|------------------------|------------------------|---------------|---------------------------------|--------------------------|-----------------------------------|-----------------|------------------|-----------------------------|---------------------------|----------------|---------------|
| | Paid for task work | Daily wage, irrespective of task | Dependants under sections 83 and 84 | Total of columns 3, 3 and 4 | Poor-houses, &c | Relief of artisans. | Relief by grain doles. | Relief by money doles. | Kitchens. | Miscellaneous charitable relief | Total of columns 6 to 11 | Establishments and contingencies. | Tools and plant | Cash and stores. | Bounties for digging wells. | Total of columns 13 to 16 | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | |
| | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | Rs. A P | |
| Patna .. | 8,101 0 1 | 62 13 0 | . | 5,168 19 10 | 747 10 10 | | | 265 10 3 | | | 953 8 1 | | | | .. | | 4,117 2 11 | |
| Gaya .. | | | | | | | | | | | | | | | .. | | | |
| Shahabad .. | 33,170 14 1 | 0,501 0 9 | 1,744 7 8 | 41,425 6 1 | 9,587 11 0 | | | 49,476 2 4 | 940 12 0 | 988 10 8 | 61,002 3 7 | | | | | | 1,02,427 9 8 | |
| Saran .. | 78,358 11 8 | 14,112 15 9 | 288 4 0 | 92,739 15 11 | 463 8 8 | | | 49,978 3 9 | 50,150 12 3 | | 1,00,582 6 8 | | | | .. | | 1,93,322 6 7 | |
| Champeran | 7,14,772 6 1 | 74,558 1 2 | 17,982 12 3 | 8,07,293 9 6 | 2,371 9 1 | | | | 7,08,629 11 4 | 2,340 14 0 | 2,03,444 11 11 | 11,068 0 11 | 8,019 13 5 | | | 14,112 14 2 | 10,24,520 15 7 | |
| Muzaffarpur .. | 1,70,712 19 4 | 85,163 13 5 | 8,390 5 6 | 2,09,166 11 9 | 1,763 11 4 | | | 66,679 18 7 | 16,786 6 2 | 2,890 10 10 | 1,07,569 9 11 | | | .. | | | 3,18,736 6 1 | |
| Darbhanga .. | 6,56,465 4 11 | 1,59,381 9 2 | 8,761 6 2 | 8,26,628 4 8 | 724 0 6 | | | 14,763 13 6 | 2,49,423 8 7 | | 8 10 0 | 2,64,914 0 8 | 7,490 8 9 | 29,780 6 3 | 806 14 6 | | 88,117 13 6 | 11,29,600 2 5 |
| Total | 16,58,590 1 2 | 2,80,789 8 11 | 32,017 1 8 | 10,80,587 6 0 | 15,846 10 5 | | | 1,51,420 14 9 | 5,64,516 2 11 | 5,490 6 4 | 982 4 3 | 7,38,468 5 10 | 18,536 9 8 | 42,750 8 0 | 806 14 6 | | 62,280 11 8 | 27,71,084 8 3 |

PATNA COMMR'S OFFICE;
BANKIPORE,
The 7th April 1897,

J. A. BOURDILLON,
Commissioner.

Common Rice

| STATION. | NUMBER OF SEERS FOR THE RUPEE ON THE LAST SATURDAY IN— | | | | | | |
|-------------|--|---------------|---------------|--------------|---------------|------------|----------------------|
| | October 1896 | November 1896 | December 1896 | January 1897 | February 1897 | March 1897 | April / May 1st 1897 |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Patna | 8 0 | 8 0 | 8 0 | 8 0 | 8 0 | 8 0 | 8 0 |
| Dinapore | 14 0 | 14 0 | 11 0 | 11 0 | 11 0 | 10 0 | 9 12 |
| Barr | 10 8 | 10 8 | 10 8 | 10 4 | 10 0 | 11 0 | 9 8 |
| Bihar | 11 8 | 11 4 | 11 4 | 10 4 | 11 4 | 10 0 | 9 8 |
| Gaya | 13 0 | 12 0 | 12 0 | 11 4 | 10 0 | 10 0 | 9 8 |
| Nawada | 9 4 | 9 12 | 9 12 | 9 3 | 9 12 | 8 12 | 8 0 |
| Jahanabad | 11 8 | 10 12 | 10 12 | 10 10 | 10 6 | 9 12 | 8 0 |
| Aurangabad | 9 10 | 10 0 | 10 0 | 9 0 | 9 0 | 8 10 | 7 8 |
| | 10 0 | 10 12 | 10 0 | 10 0 | 10 0 | 9 0 | 8 5 |
| Arrah | 8 8 | 10 0 | 9 8 | 10 0 | 9 12 | 9 8 | 8 8 |
| Suaran | 8 12 | 9 12 | 9 0 | 9 8 | 9 6 | 8 8 | 8 8 |
| Buxar | 8 8 | 9 0 | 10 0 | 9 0 | 9 8 | 9 0 | 9 0 |
| Bhabhua | 7 8 | 9 4 | 9 0 | 9 0 | 9 0 | 8 8 | 8 8 |
| Chayna | 9 0 | 9 0 | 10 0 | 9 8 | 10 0 | 9 12 | 9 0 |
| Siwan | 9 10 | 9 0 | 9 0 | 8 12 | 9 5 | 9 5 | 9 5 |
| Gopalganj | 9 8 | 9 8 | 9 8 | 9 2 | 9 8 | 9 5 | 9 5 |
| Motihari | 9 0 | 9 4 | 9 4 | 8 12 | 9 0 | 8 5 | 8 5 |
| Bettiah | 11 0 | 10 0 | 9 0 | 9 8 | 9 5 | 9 8 | 9 0 |
| Muzaffarpur | 8 0 | 8 8 | 9 0 | 9 0 | 8 8 | 9 0 | 8 0 |
| Sitamarhi | 8 8 | 8 8 | 9 8 | 9 8 | 9 0 | 8 0 | 7 12 |
| Hajipur | 10 0 | 9 4 | 9 4 | 9 7 | 9 4 | 9 0 | 8 2 |
| Darbhanga | 10 0 | 10 0 | 8 8 | 7 0 | 9 0 | 8 8 | 8 0 |
| Methuani | 11 0 | 9 8 | 9 8 | 10 8 | 9 15 | 8 12 | 8 1 |
| Samsatipur | 10 0 | 9 0 | 9 0 | 9 0 | 10 0 | 10 8 | 8 4 |

Wheat

| | | | | | | | |
|-------------|------|-------|-------|------|------|-------|-------|
| Patna | 8 8 | 8 8 | 8 4 | 8 0 | 8 0 | 8 0 | 8 0 |
| Dinapore | 9 4 | 9 4 | 9 4 | 8 4 | 8 8 | 10 0 | 9 12 |
| Barr | 8 12 | 8 8 | 8 8 | 9 0 | 8 0 | 9 8 | 9 8 |
| Bihar | 9 0 | 10 12 | 10 12 | 9 0 | 10 0 | 10 8 | 9 12 |
| Gaya | 9 0 | 8 8 | 8 4 | 8 3 | 8 4 | 9 10 | 9 2 |
| Nawada | 8 8 | 8 8 | 8 8 | 9 3 | 8 10 | 9 8 | 9 8 |
| Jahanabad | 8 0 | 8 0 | 8 0 | 8 0 | 7 8 | 9 6 | 9 12 |
| Aurangabad | 10 0 | 10 2 | 10 2 | 9 10 | 9 10 | 11 8 | 10 4 |
| Arrah | 9 0 | 8 0 | 8 0 | 8 12 | 9 0 | 9 8 | 9 8 |
| Suaran | 9 4 | 8 4 | 8 4 | 8 8 | 11 6 | 10 12 | 10 8 |
| Buxar | 8 12 | 8 8 | 8 8 | 9 0 | 8 0 | 10 2 | 10 4 |
| Bhabhua | 8 0 | 8 0 | 8 0 | 8 8 | 9 12 | 10 4 | 10 0 |
| Chayna | 8 8 | 8 8 | 8 8 | 8 8 | 8 8 | 10 8 | 10 8 |
| Siwan | 8 6 | 9 0 | 8 3 | 8 3 | 8 4 | 11 7 | 11 1 |
| Gopalganj | 8 10 | 8 15 | 8 15 | 8 4 | 8 4 | 11 11 | 11 11 |
| Motihari | 9 0 | 9 0 | 9 0 | 8 5 | 7 8 | 8 1 | 9 1 |
| Bettiah | 9 0 | 9 0 | 10 0 | 10 0 | 9 0 | 9 0 | 9 8 |
| Muzaffarpur | 8 0 | 8 8 | 8 0 | 8 0 | 7 0 | 9 8 | 9 8 |
| Sitamarhi | 9 0 | 7 8 | 8 0 | 8 0 | 7 8 | 7 8 | 8 4 |
| Hajipur | 9 8 | 8 15 | 7 10 | 8 10 | 9 0 | 9 0 | 9 8 |
| Darbhanga | 8 0 | 7 0 | 7 0 | 8 8 | 8 8 | 8 8 | 8 8 |
| Methuani | 9 12 | 8 0 | 8 4 | 8 8 | 7 12 | 9 1 | 9 0 |
| Samsatipur | 9 0 | 8 8 | 8 8 | 9 0 | 8 8 | 8 8 | 9 0 |

Barley.

| | | | | | | | |
|-------------|-------|------|---------------|-------|----------|----------|-------|
| Patna | 11 0 | 14 0 | 14 0 | 14 0 | 14 0 | 14 0 | 14 0 |
| Dinapore | 10 0 | 10 0 | 12 0 | 11 4 | 13 0 | 13 0 | 12 4 |
| Barr | 12 0 | 12 0 | 12 0 | 12 0 | 12 0 | 13 0 | 13 0 |
| Bihar | 12 0 | 12 0 | 12 0 | 11 4 | 12 0 | 15 8 | 15 0 |
| Gaya | 11 0 | 8 14 | 10 3 | 10 13 | 10 8 | 13 2 | 12 1 |
| Nawada | 8 0 | 9 0 | 12 0 | 11 0 | 11 0 | 12 0 | 12 1 |
| Jahanabad | 10 14 | 11 8 | 11 0 | 11 0 | 11 0 | 12 0 | 12 2 |
| Aurangabad | 10 8 | 10 0 | 10 3 | 10 3 | 14 4 | 19 4 | 19 4 |
| Arrah | 11 0 | 8 12 | | | | | |
| Suaran | 8 12 | | | | | | |
| Buxar | 10 8 | | | | | | |
| Bhabhua | | | | | | | |
| Chayna | 11 0 | | | | | 12 14 | 13 0 |
| Siwan | | | | | | 13 12 | 13 6 |
| Gopalganj | | | | | | 14 4 | 14 7 |
| Motihari | 12 4 | 9 8 | Not in market | 12 4 | Not sold | Not sold | 13 12 |
| Bettiah | | 8 0 | 11 0 | 12 0 | | | 14 0 |
| Muzaffarpur | 13 0 | 12 0 | 11 0 | 12 0 | 12 0 | 13 0 | 12 0 |
| Sitamarhi | | 13 0 | 13 0 | 13 8 | 12 8 | 12 8 | 12 8 |
| Hajipur | | | | | | | 13 4 |
| Darbhanga | | 10 0 | 11 0 | 11 8 | 11 0 | 11 0 | 11 0 |
| Methuani | | 12 0 | 13 0 | 12 0 | 44 5 | 11 11 | 11 2 |
| Samsatipur | | 10 0 | | | | | 11 0 |

Statement showing the quantities of rice and other food-grains exported from Howrah and Calcutta (Chitpur, Kidderpur Docks, and Port Trust Railway) by the East Indian Railway from 1st January to 15th May 1897. Supplement to the Calcutta Gazette, May 26th, 1897

| Station to which consigned | Total from 1st to 30th January 1897 | Total from 31st January to 27th February 1897 | Total from 28th February to 27th March 1897 | Total from 28th March to 24th April 1897 | Week ending 1st May 1897 | Week ending 8th May 1897 | Week ending 15th May 1897 |
|--|-------------------------------------|---|---|--|--------------------------|--------------------------|---------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| <i>Abstract.</i> | Maunds | Maunds | Maunds | Maunds | Maunds | Maunds | Maunds |
| Total of Bengal . | 4,442 | 4,240 | 10,514 | 41,917 | 21,817 | 18,240 | 10,544 |
| " " Behar . | 94,210 | 1,27,772 | 3,18,812 | 5,59,913 | 1,55,818 | 1,72,526 | 1,47,663 |
| " " Chota Nagpur. | 812 | 376 | 1,101 | 6,003 | 6,372 | 3,599 | 758 |
| " " the North-Western Provinces and Oudh | 4,93,124 | 6,89,271 | 5,61,595 | 2,88,137 | 46,684 | 57,647 | 76,164 |
| " " the Punjab | 65,204 | 1,19,908 | 1,10,754 | 77,679 | 4,618 | 7,571 | 3,762 |
| " " Rajputana and Central India. | 5,524 | 17,838 | 27,084 | 35,153 | 1,543 | 2,192 | 4,583 |
| " " Central Provinces | 1,145 | 36,629 | 89,521 | 1,34,543 | 60,701 | 67,119 | 90,463 |
| " " Hyderabad | 378 | 778 | . | . | . | ... | ... |
| " " Berar | 211 | 2,166 | 5,183 | 5,032 | 1,135 | 3,043 | 769 |
| " " Bombay . . | .. | . | 374 | .. | . | . | . |
| " " Unspecified places | 15,320 | 44,902 | 24,834 | 11,142 | 2,434 | 5,171 | 597 |
| <i>Add exports from Calcutta from 1st to 30th January 1897 the details whereof are not available</i> | 87,800 | .. | . | . | . | . | . |
| GRAND TOTAL | 7,68,170 | 10,43,880 | 11,49,772 | 11,59,519 | 3,01,122 | 3,37,108 | 3,35,307 |

PUNJAB.

2—Imperial Monthly Famine Statement A for the four weeks ending Saturday evening, the 27th March 1897

1131

| District | Area in square miles | Population in thousands | Affected area in square miles. | Estimated population in thousands of col. 4. | NUMBERS OF RELIEF WORKS ON LAST DAY OF MONTH. | | | | | | | Numbers on gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD-GRAINS IN SEES PER RUPEE. | | | | | MONTHLY DEATH-RATE OF DISTRICT | | Deaths directly due to starvation. |
|--------------|----------------------|-------------------------|--------------------------------|--|---|----------|----------|----------|------------------|--------|--------|------------------------------|---|---------------------|------------------------|----------------------|----------------------------------|----------------------------------|------|------------------------------------|
| | | | | | Class A. | Class B. | Class C. | Class D. | Working children | Total. | Wheat. | | Gram. | Maize (Indian Corn) | Bajra (Bairush Millet) | Jowar (great Millet) | Normal of month. | Actual of month. | | |
| | | | | | | | | | | | | | | | | | | | 6 |  | 7 | 8 | 9 | 10 | 11 | 13 | 14 | 14a | 14b | 15 | 16 | 17 | 18 |
| Hissar .. | 5,217 | 776 | 3,763 | 544 | 5,657 | 24,352 | 1,324 | 1,490 | 8,853 | 41,676 | 19,063 | 8 1/8 | 9 1/8 | | | 9 1/2 | See note on reverse of Statement | See note on reverse of Statement | Nil. | |
| Rohtak .. | 1,797 | 590 | 1,462 | 452 | ... | 3,692 | 120 | . | 1,662 | 5,471 | 4,162 | 8 to 8 1/2 | 9 1/2 to 10 | | 9 to 9 1/2 | 9 1/2 to 11 | | | Nil. | |
| Gurgaon . | 1,984 | 609 | 558 | 198 | 133 | 713 | 243 | 3 | 371 | 1,463 | 491 | . | | 10 | 10 | Nil. | | | | |
| Delhi .. | 1,290 | 638 | 630 | 381 | . | 478 | 52 | 299 | 171 | 1,000 | 924 | . | | 8 1/2 | 9 | Nil. | | | | |
| Karnal .. | 2,660 | 683 | 2,123 | 499 | 172 | 5,078 | . | 728 | 1,338 | 7,316 | 5,031 | 8 1/2 | 8 1/2 to 8 3/4 | 8 1/2 to 8 3/4 | . | Nil. | | | | |
| Umballa .. | 2,540 | 1,033 | 1,755 | 718 | 25 | 2,587 | 118 | 157 | 285 | 3,172 | 480 | 8 to 9 1/2 | 9 to 10 1/2 | 10 to 11 | . | Nil. | | | | |
| Ferozepore . | 4,302 | 886 | 3,375 | 792 | 116 | 840 | 107 | 412 | 544 | 2,019 | 160 | . | 9 1/2 | | 9 1/2 to 11 | Nil. | | | | |
| Lahore .. | 3,711 | 1,075 | 174 | 88 | 113 | 1,568 | 17 | 13 | 368 | 2,079 | | 10 | .. | 9 | | Nil. | | | | |
| Gujrat .. | 2,051 | 760 | 562 | 155 | 4,629 | 6,060 | 1,256 | | 1,774 | 13,719 | 6,483 | | | 9 | | Nil. | | | | |
| Total . | 25,552 | 7,110 | 14,402 | 3,767 | 10,845 | 45,368 | 3,237 | 3,102 | 15,366 | 77,918 | 36,794 | . | | | | | | | | |

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Death Rate for February 1897.

| | <i>Normal</i> | <i>Actual.</i> |
|------------|---------------|----------------|
| Hissar | 26 | 21 |
| Rohtak | 25 | 20 |
| Gurgaon | 32 | 19 |
| Delhi | 36 | 20 |
| Karnál | 32 | 32 |
| Umballa | 34 | 27 |
| Ferozepore | 31 | 22 |
| Lahore | 30 | 21 |
| Gujrát | 24 | 18 |

REMARKS TO ACCOMPANY IMPERIAL FAMINE STATEMENT A
FOR THE FOUR WEEKS ENDING SATURDAY EVENING, THE
27TH MARCH 1897.

HISSAR DISTRICT.

Very little rain fell during the month. What did fall came too late to do any good to the unirrigated crops which had already withered up. The rain was accompanied by hail, which did considerable damage to standing canal-irrigated crops.

Prospects of canal crops from fair to good and of sailába crops poor. Grain stocks practically exhausted, as is proved by the large amount of grain being sold which is unfit for human food. Grain continues to be imported from Sind, but not in such large quantities as before. Some grain is being now imported from adjacent districts.

Fodder is almost exhausted, but the numbers of cattle have been reduced very largely. All cattle, including even camels, are suffering from want of food.

Wages on work have risen since last month by 1 pice per head of each class owing to the rise in the price of grain.

Relief works now in progress provide sufficient employment for all applicants. The programme of proposed works is sufficient to employ people up to 15th July only, but steps are being taken to have more works ready to be started when required.

Physical condition of people not so good as it was. Drinking water is running short in many villages. Numbers in poor-houses increasing.

Numbers receiving gratuitous relief in villages have gone up. This form of relief is being well administered. Private relief has declined very much in extent, but in a few towns some of the charitable have actually extended their operations.

Death-rate has not yet become abnormal.

ROHTAK DISTRICT.

Poor-houses.—As remarked in the report of the past month, no necessity has as yet been found for the establishment of poor-houses.

Private subscriptions.—Private subscriptions, aggregating Rs. 3,602, have been raised, and Rs. 10,000 have been received from the Lahore Famine Charitable Relief Committee.

Rupees 17,637 have also been specially set aside for charitable relief purposes from the District Fund, of which Rs. 12,021 have already been expended.

Relief works.—There are 28 relief works in progress. Of these 23 have been started in Tahsil Jhajjar, 2 in Tahsil Rohtak, and 3 in Tahsil Sampl. These works though small afford labour to all seeking it.

Health of people.—There have been no deaths from starvation, and the health of the people has been good.

Stock reserves.—The stock reserves of the district are roughly estimated at 500,000 maunds, but they are getting less as the imports only slightly exceeded the exports.

Prospects of harvest.—The yield of the unirrigated crops will be *nil*, as there has been no rain to speak of. The area under canal irrigation is estimated at 127,690 acres. Both the early and late crops have suffered from a strong westerly wind and from insufficiency of water. The former is likely to be a 16-anna and the latter an 8-anna crop. Well irrigation is comparatively small, but it is mostly carried on in Tahsil Jhajjar where there is no canal irrigation. The crop is likely to be a 12-anna one, except in the Bhur tracts and tracts affected by saline efflorescence.

Wage rate.—The average rate of wages during the month has been 1 anna to workers and 3 pies to children and dependants.

GURGAON DISTRICT.

Slight rain fell almost all over the district. Hail has done a little damage in places to standing crops, and high winds have added something to it. Rabi is being harvested and winnowed, and new grain and fodder are now being brought to the market.

Four hundred and thirteen persons are relieved at Rewari and Farrukhnagar from funds raised by private subscriptions. Committees have been formed at the head quarters of each of the five tahsils for collecting subscriptions.

The import of grain by rail was brisker, as the following figures will show:—

| — | | | | | | Export. | Import. |
|-----------------|-----|-----|-----|-----|-----|---------|---------|
| | | | | | | Maunds | Maunds |
| 6th March 1897 | ... | ... | .. | .. | ... | 1,455 | 8,775 |
| 13th March 1897 | .. | .. | ... | .. | .. | 842 | 5,452 |
| 20th March 1897 | ... | ... | .. | .. | ... | 849 | 11,307 |
| 27th March 1897 | .. | .. | ... | ... | .. | 1,044 | 5,004 |
| | | | | | | 4,190 | 30,538 |

The falling-off in the number of labourers is due to harvest operations.

Seven tanks have been completed and three Municipal works have newly been converted into relief works. Two roads are being constructed and 22 tanks are being cleared as famine relief works paid from District Funds.

DELHI DISTRICT.

Private relief through the Relief Committee has been extended, as the middle lower classes in the city are severely feeling the continued high prices.

The relief works are tanks and roads. The condition of the people in the affected tract is getting lowered, though no deaths from starvation have been reported nor do the people generally appear emaciated from hunger.

Food-stocks are exhausted, but are replenished by importation.

There was a great demand for labour for crop-cutting after the 20th, as fears were entertained that hail would damage the ripened crops. On this work labourers get 2 annas daily and their food, and as a result the numbers on relief works were reduced. The hot winds have ripened the crops very rapidly, and the demand for labour will be considerable till about 15th April, after which a large accession to the numbers on relief may be expected in the affected tract where crops have been very poor. One relief work was closed, but its place will be taken by the Agra Railway, on which work will commence during the next fortnight. There does not seem any prospect of improvement in the affected tract before the rains

KARNAL DISTRICT.

The present state of the famine subscription fund is as follows :—

| — | Rs. | A | P |
|--|--------|----|---|
| Subscription collected locally up to the end of March 1897 . . . | 7,121 | 10 | 0 |
| Contribution received from the Punjab Committee of the Indian Famine Relief Fund | 5,000 | 0 | 0 |
| Total | 12,121 | 10 | 0 |
| Amount expended on gratuitous relief, &c, to end of March 1897 | 2,065 | 4 | 7 |
| Balance | 10,056 | 5 | 5 |

Gratuitous relief has now been extended to the three principal towns of the district, namely, Karnal, Pánipat and Kaithal, and 300 persons received relief daily during the month, including the poor but respectable and parda-nashín women.

Besides the above there were 1,742 persons receiving gratuitous relief daily from Provincial Funds in villages at the end of the month.

No poor-houses have been started yet.

There are two large relief works, the Nardak and the Kaithal Rájbahas, in progress in this district, which are affording relief to 10,600 souls daily including non-working children and dependants. Rájputís and other respectable classes have now begun to come to the works in large numbers.

Small-pox has broken out among the children of the labourers employed on the Kaithal Branch, otherwise there has been no disease of any kind during the month, and the health of the people has been fairly satisfactory.

Food-stocks still exist in the large villages of the district.

The imports of grain amounted to 1,200 maunds during the month.

The general condition and prospects of affected areas continue to be the same as before.

Wages were slightly reduced on the Nardak Rájbaha during the month.

No deaths from starvation occurred during the month.

The death-rate is far below the normal.

UMBALLA DISTRICT.

Private relief.—Rupees 5,000 have been allotted by the Provincial Committee, Indian Famine Charitable Relief Fund. Rupees 4,000 have been appropriated for cheap shops and Rs. 1,000 for a spinning establishment. Local subscriptions are being raised. The sum raised locally in the hands of the Local Honorary Treasurer amounts to Rs. 2,373. Local subscriptions are occasionally made for digging tanks

Village gratuitous relief is being organised.

An experimental poor-house is being started at the head-quarters of one tahsil.

General character of relief work.—Works are for the most part tanks. One considerable work managed and financed by the Canal Department is being concluded on the Western Jumna Canal in Jagadhri Tahsil.

The physical condition of the people is on the whole satisfactory. The menial communities are on low rations and supplement their meals very largely with wild products. They are debilitated but not emaciated. Many zamindars are reduced by overwork on wells and anxiety for the future.

Food-stocks are practically exhausted, the district depending on imports which the returns from railway stations show to be heavy. Figures are as follow :—

| | IMPORTS. | EXPORTS |
|---|----------|---------|
| | Maunds. | Maunds |
| For four weeks ending 27th March 1897 | 49,376 | 8,862 |

The standing spring crop has been considerably damaged by dry winds ; late sown crops have generally failed. The early sown crops and well crops will give a yield, but the harvest will be a very moderate one indeed, and will not affect prices much. Forward bargains for wheat at ten seers have been made. The menial communities must, it is feared, remain distressed till the monsoon, and such zamindars who could not sow crops or whose crops have failed will, as their credit gives out, be reduced to coming on relief works.

The rabi harvesting operations will only cause a temporary decrease in the demand for relief labour.

There has been no change in the rate of wage during the month, the rate is as usual calculated on maize which is sold at ten seers per rupee.

FEROZPORE DISTRICT.

Relief was afforded in villages from money privately subscribed. No poor-houses were opened during the month. Two have since been opened, but no one will stay in them.

The relief works in progress are the same as before. These, along with the Agawah Canal, provided work for a large number of people.

The physical condition of the people is good. Stocks of food-grains have been greatly reduced, but are sufficient.

Exports during week ending 27th March amounted to 32,509 maunds and imports 7,608 maunds.

Wages were calculated on jowar at 9½ to 11 seers per rupee.

The people of the affected area take a gloomy view of things and the crops are very poor on unirrigated land. Those on irrigated land, however, are good, but caterpillars and dust-storms have done some damage.

LAHORE DISTRICT.

1. *Private relief.*—Besides the amounts mentioned in the previous reports a further sum of Rs. 11,000 has been allotted to this district by the Provincial Indian Famine Charitable Relief Fund. Of this Rs. 5,000 will be disbursed in the city, and Rs. 5,000 in the district. Rupees 1,000 have been allotted in order to provide the labourers with two or three days' sustenance after the relief works are broken up at the approach of harvest.

2. *General character of relief works*.—At Kácha, near the Kána Kácha Railway Station in Tahsil Lahore, the silt clearance of a pacca tank was commenced on 2nd January 1897 as a relief work. Nearly three-fourths of this work will be completed by 10th April, the date now fixed for its closing. In the Lahore Municipality the relief works consisted of the levelling of mounds and filling up of hollows in nazúl ground. These are in progress and nearing completion.

3. *Physical condition of people*.—Physical condition of the people in affected tracts is good. There is no disease.

4. *Food-stocks*.—Food-stocks are sufficient. Import of wheat produced this year has commenced to some extent from the North-Western Provinces.

5. *General condition and prospects of the affected area*.—General condition and prospects of the affected area are not hopeful. Rain did not fall at the proper time and the crops on unirrigated land are practically *nil*.

6. *Changes in the rates of wages*.—There have been no changes in the rates of wages.

GUJRAT DISTRICT.

Gratuitous relief is given under Chapter V. to a daily average of 836 persons.

Poor-house relief not found necessary. The relief work is the Jhelum Canal. Physical condition of people good. Food-stocks ample. Owing to winter rains crops fair and prices easier. Rainfall during the last week of the month very favourable for rabi crops. No change in the rate of wage thought necessary. Death-rate below normal. The numbers on the works are decreasing rapidly.

Imperial Famine Statement B for the four weeks ending Saturday evening, the 27th March 1897.

| District | Maximum number for whom relief is estimated to be required in case of serious famine. | NUMBERS FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS. | | | NUMBERS FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT | | EXPENDITURE SINCE 1ST APRIL 1896 | ADVANCES SINCE 1ST APRIL UP TO END OF MONTH UNDER | | REVENUE SUSPENDED. | | |
|------------|---|---|----------------|---------|---|--------|----------------------------------|---|-----------------------|--------------------|-----------------------|---|
| | | Date of Gazette. | On large works | Others. | On large works. | Others | | Date up to which account is made up | Rupees omitting 000s. | | Rupees omitting 000s. | |
| | | | | | | | | | On relief works | | | On gratuitous relief. | Rupees omitting 000s | Rupees omitting 000s. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Hissar .. | 6,000 | Last programme submitted with Punjab Government letter No 364 S dated 10th July 1896 | 8,000 | 12,000 | 12,671 | 11,189 | 27th March 1897 | 911 7 | 86 3 | 14 | 64 | 18 (Suspension statement for Kharif 1896 not yet received) |
| Rohtak | 5,000 | Ditto | 2,500 | 8,000 | 5,470 | 18,312 | Ditto | 18 8 | 18 | 46 | 83 | 163 9 |
| Gurgaon .. | 7,000 | Ditto | 1,000 | 15,000 | 1,114 | 13,077 | Ditto | 11 | 4 | 39 | 81 | 88 8 |
| Delhi | 5,000 | Ditto | | 8,000 | | 5,528 | Ditto | 17 3 | 9 4 | 1 | 17 | 47 8 |
| Karnal | 8,500 | Ditto | 6,500 | 10,000 | 16,800 | 19,342 | Ditto | 49 | 47 | 3 | 19 6 | 76 8 |
| Umballa | 8,000 | Ditto | 5,000 | 13,500 | 2,448 | 6,650 | Ditto | 81 | 3 2 | 5 4 | 14 4 | 55 8 |
| Ferozapore | | | | | 9,000 | 6,500 | Ditto | 23 8 | 1 | 24 4 | 6 7 | 59 8 |
| Lahore .. | 2,000 | Last programme submitted with Punjab Government letter No 364 S, dated 10th July 1897 | | 2,700 | 5,869 | 11,478 | Ditto | 68 1 | .. | 7 | 19 1 | 97 1 |
| Gujrat | 16,800 | Ditto | | 6,000 | 13,000 | | Ditto | 352 8 | 53 | | | 151 4 |
| | | | | | | | Total | 873 5 | 114 | 50 7 | 99 6 | 718 4 |

NOTE.—The expenditure under the headings in columns 9 to 12 during 1895-96 was as follows—

| | | | | |
|------------|-----|-----|-----|------|
| Hissar | Nil | Nil | Nil | Nil |
| Rohtak | Nil | Nil | 9 | Nil |
| Gurgaon | Nil | Nil | 14 | 28 |
| Delhi | Nil | Nil | 2 | .. |
| Karnal | Nil | Nil | 41 | 28 |
| Umballa | Nil | Nil | 21 | 10 4 |
| Ferozapore | Nil | Nil | Nil | Nil |
| Lahore | 25 | Nil | 95 | 44 4 |
| Gujrat | Nil | Nil | 87 | 10 2 |

Imperial Monthly Famine Statement A for the five weeks ending Saturday evening, the 1st May 1897

| District. | Area in square miles | Population in thousands | Affected area in square miles. | Estimated population in thousands of col 4 | NUMBERS ON BELIEF WORKS ON LAST DAY OF MONTH | | | | | | Numbers on gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD-GRAINS IN SEES PER RUPEE | | | | | MONTHLY DEATH-RATE OF DISTRICT. | | Deaths directly due to starvation |
|------------|----------------------|-------------------------|--------------------------------|--|--|---------|---------|---------|-------------------|--------|------------------------------|--|----------------|---------------------|------------------------|----------------------|----------------------------------|----------------------------------|-----------------------------------|
| | | | | | Class A | Class B | Class C | Class D | Working children. | Total | | Wheat | Gram | Maize (Indian Corn) | Bajra (Bairush Millet) | Jowar (great Millet) | Normal of month | Actual of month | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 14a | 14b | 15 | 16 | 17 | 18 |
| Hissar . | 5,217 | 776 | 3,763 | 544 | 5,993 | 27,391 | 622 | 2,636 | 8,906 | 45,548 | 18,684 | Flour 8½ | Flour 9½ | | Flour 8½ | Flour 9½ | See note on reverse of Statement | See note on reverse of Statement | Nil. |
| Rohtak . | 1,797 | 590 | 1,467 | 452 | | 967 | | 2,743 | 1,344 | 5,054 | 3,484 | 10 to 10½ | 9½ to 10½ | | 8 to 9 | 9 to 11 | | | Nil |
| Gurgaon .. | 1,984 | 669 | 558 | 198 | 87 | 221 | 68 | 6 | 61 | 443 | 74 | | | | 10 | 14 | | | Nil. |
| Delhi | 1,290 | 638 | 616 | 381 | . | 366 | .. | 354 | 238 | 958 | 762 | Flour 11 | Flour 11 | | | | | | Nil |
| Karnal .. | 2,660 | 683 | 2,123 | 499 | 2,071 | 189 | | 111 | 668 | 3,039 | 2,829 | Flour 9½ | Flour 8½ to 9½ | Flour 8½ | | | | | Nil |
| Umballa | 2,540 | 1,033 | 1,755 | 718 | 182 | 162 | 51 | 11 | 58 | 464 | 925 | 11 to 11½ | 10½ to 11½ | 11 to 12 | .. | | | | Nil |
| Ferozepore | 4,302 | 886 | 3,375 | 732 | | 21 | ... | 39 | 13 | 73 | 11 | | 11½ | | | | | | Nil. |
| Lahore . | 3,711 | 1,075 | 174 | 88 | 3 | 50 | | | 21 | 74 | | 12 | | | | | | | Nil |
| Gujrat . | 2,051 | 760 | 562 | 155 | 3,109 | 355 | 539 | 222 | 563 | 4,788 | 1,355 | 13 | | 10 | | | Nil. | | |
| Total | 25,552 | 7,110 | 14,393 | 3,767 | 11,445 | 29,722 | 1,280 | 4,122 | 11,872 | 60,441 | 28,124 | | | | ... | | | Nil | |

Death Rate for March 1897.

| | Normal. | Actual |
|----------------------|---------|--------|
| Hissar | 26 | 23 |
| Rohtak .. . | 27 | 21 |
| Gurgaon | 31 | 19 |
| Delhi | 34 | 22 |
| Karnál | 32 | 20 |
| Umballa | 30 | 23 |
| Ferozepore | 27 | 26 |
| Lahore | 25 | 20 |
| Gujrát | 20 | 16 |

REMARKS TO ACCOMPANY IMPERIAL FAMINE STATEMENT A
FOR THE FIVE WEEKS ENDING SATURDAY EVENING, THE
1ST MAY 1897.

HISSAR.

Climatic conditions were generally favourable for harvesting operations on canal lands. At the beginning of the third week there was a violent storm of dust and rain over the whole district. The heaviest rain—one-third of an inch—fell at Sirsa. Very little harm was done to gathered crops, and on unirrigated lands some ploughing was carried on. The outturn of crops on canal lands has been on the whole satisfactory. Grain is still imported from Sind, and new barley and gram have begun to come in from Patiala and Jind.

The supply of fodder in canal villages is now ample, but the villagers refuse to part with any to the people in unirrigated tracts. Relief works provide sufficient employment for all applicants. The programme of proposed works is sufficient to employ people up to the 15th July only. The physical condition of the people has slightly deteriorated still further, owing to lack of drinking water, bad and unusual food and to the eating of unpalatable jungle fruit. The numbers in poor-houses have much increased. There is not very much increase in those in receipt of gratuitous relief in villages.

Private relief has increased somewhat in amount, and is administered now in most places in a more methodical way.

ROHTAK.

Poor-houses.—An experimental poor-house has been opened at Jhajjar.

Private subscription.—Besides the amount mentioned in the previous report a further sum of Rs. 10,000 has been received from the Provincial Indian Famine Charitable Relief Fund. Of this sum Rs. 200 have been sent to each of the four tahsils as advances, and Rs. 259 have been subscribed by private individuals in addition to the amount of Rs. 3,602 entered in the report of the previous month. The expenditure on charitable purposes from the District Fund has been Rs. 4,428.

Relief works.—The number of relief works in progress is 20. Of these 13 are in Tahsil Jhajjar, in Tahsil Sampla four, and in Tahsil Rohtak three. No famine works have been started in Tahsil Gohana.

Health of people.—The health of the people continues to be good, and there have been no deaths from starvation.

Food stock reserve—The stock reserves are calculated to be sufficient for present requirements, and the slight decrease in them is being replenished by importations.

Prospects of harvest.—The yield of the unirrigated area as noticed in the previous report is practically *nil*. The area irrigated by wells is roughly estimated at 31,587 acres and that irrigated by canal water at 73,865, or a total of 105,452 acres.

The decrease in the irrigated area on canal lands is due to a short supply of canal water and on well lands to the water of a number of wells having become brackish owing to the drought and also to damage by hail.

The quality of the crops in Gohána and Sámpla Tahsils is estimated at 14 annas and that in Rohtak and Jhajar at 8 annas.

Wage rate—The wage rate decreased during the latter half of the month. In the first half the calculation was made on gram, which was sold at 10 seers per rupee, and the second half on barley, which was sold at 14 seers per rupee.

The average wage rate during the month was—

| | | | | | | | |
|-------------------------|-----|-----|-----|-----|-----|----|-------|
| Workers | ... | ... | ... | ... | ... | 10 | pies. |
| Children and dependants | ... | ... | ... | ... | ... | 3 | „ |

GURGAON.

No rain during the month Rabi being winnowed. The villages in poor circumstances were inspected by Revenue Officers in order to grant revenue suspensions. New gram is being brought to the market and prices have therefore fallen.

Four hundred and fifty-nine persons are being daily relieved at Rewári, Farukhnagar and Sohna from funds raised by private subscriptions. Rupees 577-8-0 at Gurgaon, Rs. 91 in Nuh and Rs. 26 in Ferozpur have been received for the poor persons of this district.

Gratuitous relief has been started from 3rd May 1897 out of the money collected in Gurgaon.

As the funds at the credit of Rewári and Farukhnagar Local Committees have been exhausted, they have been supplemented with donations of Rs. 500 and Rs. 400 respectively from funds received from the Indian Charitable Relief Fund, Lahore.

The import and export by rail of food-grain were as follows :—

| | Export | Import |
|-----------------|--------|--------|
| | Mds | Mds. |
| 3rd April 1897 | 2,298 | 1,753 |
| 10th April 1897 | 2,260 | 3,101 |
| 17th April 1897 | 1,621 | 3,382 |
| 24th April 1897 | 2,718 | 7,294 |
| 1st May 1897 | 12,581 | 4,353 |
| Total | 21,478 | 19,883 |

Some of the famine works have temporarily been closed, as owing to harvest operations the number of labourers fell considerably and the wages were considered low as labourers could get Re. 0-2-0 to Re. 0-2-6 in harvest operations and on

their going to and returning from work, and at the hour of rest at midday they could collect *tenth* (*Capparis aphylla*) and sell them at a very good rate.

A revised programme for 1897 has been submitted. The works remaining unexhausted on the sanctioned list can employ 14,153 labourers for three months.

No deaths were reported from starvation.

DELHI.

Private relief through the Relief Committee is being granted freely, and everything is being done to reach all necessitous cases.

The relief works are tanks and roads. A section of the Agra-Delhi Chord Railway embankment was started as a famine work on the 26th, and labourers are coming in freely. The condition of the people has slightly improved from the fall in prices, but this is only temporary, as rates will run up again if the present unfavourable meteorological conditions continue.

Food stocks have been replenished by the rabi which is now coming into the market, but it will soon be necessary to depend on imports.

As was anticipated, the people are flocking again to the works now that the rabi has all been reaped.

KARNAL.

The income and expenditure of the famine subscription funds during the month was as follows :—

| | Rs | A. | P. |
|--|--------|----|----|
| Balance in hand on 1st April 1897... | 10,056 | 5 | 5 |
| Receipts from subscriptions locally raised | 2,539 | 0 | 0 |
| Contributions from Punjab Committee of the Indian Famine Relief Fund | 5,000 | 0 | 0 |
| Total | 17,595 | 5 | 5 |
| <i>Expenditure—</i> | | | |
| On gratuitous relief in villages | 800 | 0 | 0 |
| Ditto Karnal, Pānipat and Kaithal towns | 1,105 | 8 | 4 |
| Total | 1,905 | 8 | 4 |
| Balance | 15,689 | 13 | 1 |

Besides the above, 1,667 persons received gratuitous relief daily in villages from District Funds.

The necessity for starting poor-houses has not yet been felt in this district.

The two large relief works in progress in this district are considered sufficient to afford ample employment to the famine-stricken seeking relief. The health of the people continues to be fairly good. The rabi harvest is being reaped now, and the outturn on irrigated and unirrigated lands is calculated to be a 14-anna and 4-anna crop respectively.

Two thousand six hundred and sixty-four maunds of grain were imported into the district during the month.

There was a considerable decrease in the number of labourers employed on the relief works in progress in the district during the month owing to harvest times, but people have again begun to return to work.

Prices of food-grain fell slightly during the month.

No deaths from starvation occurred during April 1897.

As the percentage of non-working children and dependants was large on the Nardak Rājbaħa, it was considered necessary to start kitchens on the work for these. A kitchen on the first section of the work was experimentally opened during the month, and the arrangement appears to have worked satisfactorily.

The cost per head of those fed in the kitchen was 7 pies.

UMBALLA.

Private relief.—Subscriptions have been raised locally in towns and villages through the agency of the Local Committee (Indian Famine Charitable Relief Fund), but these by agreement are being remitted to the Provincial Committee.

The Provincial Committee has allotted to this district Rs. 10,000 for the relief of the respectable poor. This is being utilised as follows:—

Rs. 2,000 on a cheap shop in Umballa City.

Rs. 2,000 on a cheap shop in Umballa Cantonments.

Rs. 2,000 grant-in-aid to the spinning establishment, Umballa City.

Rs. 4,000 for relief to pardha-nashin women in villages at the rate of Rs. 1,000 for each of the four southern tahsils.

Village relief.—A system of gratuitous relief on the lines of the Famine Code at the expense of local funds has been introduced in two tahsils and will be introduced in two more. The number of persons brought on the register is at present 705. These persons are of the class mentioned in Section 89 of the Code.

Poor-house relief.—One poor-house has been established at Tahsil Narúngarh in the shape of an enclosure and thatched huts capable of accommodating a considerable number of inmates. There are no inmates yet, there having been no applications.

General character of relief works.—The works have been principally tanks, but there has been one considerable canal work managed by the Western Jumna Canal authorities. This closed after completion on 12th April. The raising of a section of a road has also been undertaken to afford relief to Umballa City. It must be noted, however, that at the beginning of April the tanks were deserted by relief labourers who went off to obtain employment in harvesting the rabi. There has therefore been practically no need for relief works during April, and some of them were kept closed.

The physical condition of the people is on the whole satisfactory. Relief workers show no signs of emaciation from want of food.

Food stocks.—Generally speaking the district has lost all its food stocks garnered from past harvests, but the spring crop now being garnered will give a moderate stock of wheat and barley and a little gram. Roughly speaking the outturn may be estimated at $\frac{2}{3}$ of what it was last rabi harvest (which was bad) and $\frac{1}{2}$ of an ordinary harvest. Prices have fallen about a seer, and a further temporary fall is expected as soon as the spring crop grain is actually in the market. There are heavy imports into the district. Totals of imports and exports for the month were 35,000 and 8,800 maunds respectively.

General condition and prospects of the affected area.—Land-owners will by means of food-grains obtained from the spring harvest and by mortgaging and selling manage to subsist without any appreciable proportion of them accepting relief labour even if offered, but menial communities like chamárs and others (as distinct from village serfs, who have recognised emoluments in cash or kind) will

continue to be in acute distress, and relief labour will be necessary for these at any rate until the monsoon rain falls. A centre for tank work will be kept going in each tahsil, and it is hoped that two roads to be constructed by the Public Works Department will be sanctioned.

The recorded death-rate is below the normal, and no cases of death directly due to famine have been reported. One or two reported cases were investigated and the reports were found unreliable.

FEROZEPORE.

THERE is now only one relief work open in the district with less than 100 workers, but the numbers are rising. There are five poor-houses, one in each tahsil, but they are very scantily attended.

The numbers on the Aghawah District Inundation Canal, which answers the purpose of a relief work, though not conducted under the Famine Code, are stationary. They are expected to increase when the harvesting is over.

Food-grains are sufficient and fodder is more plentiful than heretofore.

Rain fell during the month, proving of service to the extra rabi crops and to the grass.

Some hail fell, but the damage done was not great, and the land affected belongs chiefly to sáhúkars. The crops on canal-irrigated land are average, but elsewhere, except on river flooded areas, they are very poor.

The condition of the people is good.

There have been no deaths from starvation. Small-pox among children and some cattle disease have been reported, but the outbreak is not serious.

Wages are now being calculated on mixed barley and gram at 11½ seers to the rupee.

| | | Maunds. |
|--|-------------|---------|
| Total exports of grain for last four weeks | . . . | 42,947 |
| Total imports | ditto . . . | 17,642 |

LAHORE.

Private relief.—Besides the amount mentioned in the previous reports, no further amount has been allotted to this district by the Provincial Indian Famine Charitable Relief Fund or collected from other sources.

General character of relief works.—The work at Kácha was closed on 10th April 1897. Nearly three-fourths of this work has been completed. On the close of the work Rs. 320 were distributed among 736 men and women and children including gangmen at the rate of 8 annas per man and woman and 4 annas per child to furnish them with means of living for two or three days till they obtained regular employment. The number of labourers having fallen considerably, owing to the people resorting to harvesting operations in the fields, the works at Lahore also have been closed from 1st May 1897.

Physical condition of the people.—The physical condition of the people in affected tracts is good. There has been no disease.

Food stock.—Food stocks are sufficient. The harvest is being gathered. The price of wheat, the staple food of the district, has gone down.

General condition and prospects of the affected area.—There is no material alteration in the general condition and prospects of the affected area. A great deal depends upon the rains in July and August next.

GUJRAT.

Gratuitous relief under Chapter V., Punjab Famine Code, was given daily during the month to 658 people. There is no village relief, nor is there a poor-house. None were considered necessary. The relief work is the Jhelum Canal. Physical condition of the people good. There is no real distress at present. Food stocks ample.

Crops of wheat, barley and gram have been cut and prices are falling steadily. Rainfall good and favourable to early kharif sowings. -

A change in rate of wage was made owing to fall in prices.

Death-rate below normal.

Numbers on works decreased steadily all through the month.

Imperial Famine Statement B for the five weeks ending Saturday evening, the 1st May 1897.

| District. | Maximum number for whom relief is estimated to be required in case of serious famine. | NUMBERS FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS. | | | NUMBERS FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT | | EXPENDITURE SINCE APRIL 1ST 1897 | ADVANCES SINCE APRIL 1ST UP TO END OF MONTH UNDER | | REVENUE SUSPENDED | | | |
|--|---|--|-----------------|---------|---|---------|----------------------------------|---|----------------------|-------------------|-----------------------|------------------------|----------------------|
| | | Date of Gazette. | On large works. | Others. | On large works. | Others. | | Date up to which account is made up. | Rupees omitting 000s | | Land Improvement Act. | Agricultural Loans Act | |
| | | | | | | | | | On relief works. | | On gratuitous relief | Rupees omitting 000s | Rupees omitting 000s |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | |
| Hissar | 6,000 | Last programme submitted with Punjab Government letter No 364 S, dated 10th July 1896. | 8,000 | 12,000 | 11,900 | 10,800 | 1st May 1897 | 169 5 | 32 7 | Nil | Nil | 818 7 | |
| Rohtak | 5,000 | Ditto | 2,500 | 8,000 | 2,753 | 19,187 | Ditto | 11 8 | 4 8 | Nil | Nil | Nil | |
| Gurgaon | 7,000 | Ditto | 1,000 | 15,000 | 1,114 | 15,048 | Ditto | 2 2 | 0 2 | Nil | Nil | Nil | |
| Delhi | 5,000 | Ditto | - | 8,000 | - | 5,456 | Ditto | 2 6 | 1 3 | Nil | Nil | 6 5 | |
| Karnal | 8,500 | Ditto | 6,500 | 10,000 | 16,800 | 15,343 | Ditto | 21 2 | 5 8 | Nil | Nil | Nil | |
| Umballa | 8,000 | Ditto | 5,000 | 13,500 | 13,116 | 14,395 | Ditto | 8 4 | 1 2 | Nil | Nil | Nil | |
| Ferozepore . . . | - | - | - | - | 5,000 | 3,174 | Ditto | 1 7 | 0 01 | Nil | Nil | Nil | |
| Lahore | 2,000 | Last programme submitted with Punjab Government letter No 364 S, dated 10th July 1896. | - | 2,700 | 1,777 | 8,676 | Ditto | 3 4 | - | Nil | Nil | 89 8 | |
| Gujrat | 18,800 | Ditto | - | 6,000 | 13,000 | - | Ditto | 39 0 | 3 9 | Nil | Nil | Nil | |
| | | | | | | | Total | 254 8 | 49 91 | Nil | Nil | 415 | |
| <p>NOTE.—The expenditure under the headings in columns 9 to 12 during 1896-97 was as follows —</p> | | | | | | | | 811 7 | 36 8 | 1 4 | 6 4 | | |
| | | | | | | | Hissar | 18 8 | 13 0 | 4 6 | 8 3 | | |
| | | | | | | | Rohtak | 11 0 | 0 4 | 9 9 | 8 1 | | |
| | | | | | | | Gurgaon | 17 3 | 9 4 | 1 0 | 17 0 | | |
| | | | | | | | Delhi | 49 2 | 4 7 | 2 4 | 19 6 | | |
| | | | | | | | Karnal | 31 0 | 2 3 | 5 4 | 14 4 | | |
| | | | | | | | Umballa | 28 8 | 1 0 | 2 4 | 6 7 | | |
| | | | | | | | Ferozepore | 65 9 | 2 2 | 7 0 | 19 1 | | |
| | | | | | | | Lahore | 352 8 | 63 0 | Nil. | Nil. | | |
| | | | | | | | Gujrat | | | | | | |
| | | | | | | | Total | 871 5 | 116 2 | 50 1 | 99 6 | | |

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BURMA.

No. 298-1-S-2, dated Rangoon, the 15th April 1897.

From C. G. Bayne, Esq., Revenue Secretary to the Chief Commissioner, Burma, to the Secretary to the Government of India, Revenue and Agricultural Department.

I am directed to submit letter No. 393-1-S-10, dated the 14th April 1897, from the Financial Commissioner, containing the famine report for Burma for March.

No. 393-1-S-10, dated Rangoon, the 14th April 1897.

From W. Thompson, Esq., Secretary to the Financial Commissioner, Burma, to the Revenue Secretary to the Chief Commissioner, Burma.

I am directed to send herewith returns in forms Appendices VI and VII, Burma Famine Code, for Upper Burma, for the period of four weeks ending 27th March 1897.

2. The estimates of affected areas and population are the same as those given last month.

3. The returns submitted from Myingyan were for the period of five weeks ending 3rd April 1897, so that the figures for that district given in the statements appended to this letter have had to be compiled from the weekly reports.

4. The numbers on relief works and on gratuitous relief again show a diminution from those of the previous month. The causes mentioned in paragraph 3 of this office letter No. 409-1-S-10, dated the 11th March 1897, have continued to operate, while the fear of cholera which has broken out in both Meiktila and Myingyan has contributed to reduce the numbers on the works.

5. The figures in column 15 are only a rough estimate, while the Myingyan figure is almost impossibly low considering that a considerable number of deaths are known to have taken place from cholera.

6. The export of rice from Lower to Upper Burma still continues, the total amount exported up to 3rd April since 1st January being 41,125 tons.

7. Further details are given below for each district separately.

Meiktila.—Gratuitous relief is being regularly distributed through the agency of local officers. The physical condition of the people remains on the whole fairly good but some deaths of children have been reported which are said to have been due to their not receiving regular nourishment. Money from the Relief Fund is being distributed to supplement the Government relief in such cases and a supply of Mellin's food has been asked for from the Relief Committee. There is considerable amount of cholera in the district and a good many deaths from it have been reported.

Food stocks are ample; rice continues to be imported in large quantities. The rate of wages was not altered during the month.

Yamethin.—The numbers on gratuitous relief increased slightly. The mortality during the month was abnormally large owing chiefly to cholera. No deaths were due directly or indirectly to famine.

Myingyan.—The Civil Officers at the Famine Camps have been appointed additional Circle Inspectors to relieve those who are in the camps and who having no friends in their villages are unable to return to them. A proposal has been submitted for the formation of a poor-house, but the necessity for this not being considered to have been made out, the proposal was negatived.

The relief workers in addition to earthwork have been employed in heaping metal and collecting ballast. The Mahlaing Camp from the Meikūla district has just crossed the border into the Myingyan district.

The general health of the relief workers and of the inhabitants of the affected tract is said to be good. Cholera has broken out in certain villages in the Kyaukpadaung, Salé and Pagan townships and 38 deaths from it have occurred.

Small-pox continues in the Taungtha township. The rate of wages paid to relief-workers was altered during the latter part of the month : wages are now calculated according to the revised Appendix XIV lately sanctioned by the Financial Commissioner with the approval of the Chief Commissioner (*vide* Revenue Secretary's letter No. 424-1-S-10, dated the 18th March 1897).

APPENDIX VI

Monthly Famine Statement for the four weeks ending Saturday evening, the 27th March 1897.

(Vide Section 43 of Code)

| District. | Area | Population. | Affected area. | Estimated population of column 4 | NUMBERS ON RELIEF WORKS ON LAST SATURDAY OF MONTH | | | | | Numbers on gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD GRAINS IN SEERS PER RUPEE | | | Monthly death-rate | Deaths due to starvation | |
|-----------|-----------|-------------|----------------|----------------------------------|---|---------|---------|---------|-------|------------------------------|---|-------|-------|--------------------|--------------------------|---|
| | | | | | Class A | Class B | Class C | Class D | Total | | Rice | Maize | Pear | | | |
| | | | | | 1 | 2 | 3 | 4 | 5 | | 6 | 7 | 8 | | | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 |
| | Sq. miles | | Sq. miles | | | | | | | | | S. C. | S. C. | S. C. | | |
| Meiktila | 2,178 | 217,104 | 1,200 | 70,000 | . | 9,457 | .. | .. | 9,457 | 749 | 8 12 | 17 6 | 22 8 | 3.5 | .. | |
| Yamethin | 5,497 | 206,557 | 909 | 51,000 | | .. | ... | ... | ... | 358 | 9 1 | .. | | 4.18* | .. | |
| Myingyan | 2,774 | 352,037 | 1,873 | 260,071 | . | 8,249 | | ... | 8,249 | 1,811 | 10 4 | 12 5 | 17 11 | 1.36 | ... | |

* The large death rate is chiefly due to the mortality from cholera.
(A remarks page should be added to the statement)

On this page should be recorded very briefly information as to private relief, village relief, general character of relief works, physical condition of people, deaths (if any) from starvation, food-stocks, importation of grain, general condition and prospects of affected area changes in rates of wages, any observations which it may be necessary to make respecting the extent to which the increase in mortality is due directly or indirectly to famine, and other matters which will not delay the despatch of the statement beyond the 15th of the following month. If the particulars regarding mortality cannot be submitted with Appendix VI., a separate mortality statement referring to the month previous to that dealt with in Appendix VI. should be submitted

APPENDIX VII.

Monthly Famine Statement for the four weeks ending Saturday evening, the 27th March 1897

(Vide Section 43 of Code)

| District | Maximum number for whom relief is estimated to be required in case of serious famine. | NUMBER FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS | | | NUMBER FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT * | | EXPENDITURE SINCE 1ST APRIL 1897 † | ADVANCES SINCE 1ST APRIL UP TO END OF MONTH UNDER | | REVENUE SUSPENDED. | | |
|----------------|---|---|----------------|---------|--|---------|------------------------------------|---|----------------------|--------------------|----------------------|------------------------|
| | | Date of last programme. | On large works | Others. | On large works | Others. | | Rupees | | | Land Improvement Act | Agricultural Loans Act |
| | | | | | | | | On relief works. | On gratuitous relief | | Thousand Rupees | Thousand Rupees |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Meiktila ... | 20,000 | ... | 19,168 | 3,100 | 23,798 | 3,100 | 27-3-97 | 2,86,811-3-2 | 1,241-1-9 | | 42 | . |
| Yamethin | 20,000 | 31-12-96 | 9,788 | 4,522 | 9,788 | 4,522 | 27-3-97 | 3,885-3-11 | 2,779-10-2 | | 25 | .. |
| Myingyan . . . | 10,000 | 1-3-97 | 13,416 | 7,966 | 6,734 | 7,966 | 27-3-97 | 1,75,680-6-4 | 2,309-2-2 | ... | 20 | .. |

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* Some relief works will have been more or less exhausted since the last programme was drawn up and others will have been provided for entry in the programme next to be prepared, the net result should be shown in columns 6 and 7

† The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report

Revenue Department.—No. 409-1S.—2.—Dated Rangoon, the 20th April 1897.

From the Revenue Secretary to the Chief Commissioner, to the Secretary to the Government of India, Revenue and Agricultural Department.

SIR,

In reply to your letter No. 685 F.-42—3, dated the 27th February 1897, I am directed to submit the following report on famine prospects in Burma. The subjects of report are dealt with in the same order as in my letter of the 8th January.

2. The area affected by scarcity remains unchanged, with the exception that the Kyaukpadaung township of the Myingyan district has been added to the famine area. The following statement gives the area at present affected :—

| District | Township. | Area in square miles | Population. |
|--------------|-------------------------|----------------------|-------------|
| Meiktila ... | Meiktila | 300 | 20,000 |
| | Thazi | 200 | 10,000 |
| | Mahlang | 300 | 20,000 |
| | Wundwin | 400 | 20,000 |
| | District total | 1,200 | 70,000 |
| Yamèthin .. | Yamèthin | 102 | 19,500 |
| | Pyawbwe | 183 | 17,500 |
| | Yindaw | 624 | 14,000 |
| | District total | 909 | 51,000 |
| Myingyan .. | Myingyan | 387 | 84,456 |
| | Taungtha | 484 | 49,904 |
| | Pagan | 450 | 53,669 |
| | Kyaukpadaung '... .. | 552 | 72,042 |
| | District total | 1,873 | 260,071 |
| | Divisional total | 3,982 | 381,071 |

3. *Remissions of revenue.*—The following statement gives figures of collection of *thathameda* according to latest information :—

| District | COLLECTION OF THATHAMEDA IN | | ESTIMATED COLLECTION IN |
|----------------------|-----------------------------|-----------|-------------------------|
| | 1894-95 | 1895-96 | 1896-97 |
| | Rs | Rs | Rs |
| Meiktila | 3,49,451 | 2,52,150 | 71,500 |
| Yamèthin | 3,68,885 | 2,93,412 | 1,46,022 |
| Myingyan | 5,86,228 | 5,05,012 | 1,26,968 |
| Total | 13,04,564 | 10,50,574 | 3,44,490 |

It will be observed that the figures of estimated collections are considerably higher than the "actual demand" shown in the statement appended to my letter

No. 557-2 T.—2, dated the 18th February 1897. The improvement is attributed to better collections than were anticipated in parts of the affected districts unaffected by scarcity.

4. *Agricultural advances.*—These advances are of two kinds :—

(a) Advances for small works, such as the digging of wells.

(b) Advances for purchase of seed and cattle.

As regards advances of the first kind, I am to say that orders were issued in January authorizing the grant of advances for digging wells, and in February the Bengal rules forwarded with your letter No. 14 F.-59—2, dated the 12th February, were adopted with certain modifications. The Commissioner reports, however, that the people have not availed themselves of the concessions offered them. Burman cultivators do not care for cultivation from wells and have in all districts refused advances for digging them.

5. As regards advances for seed and cattle, the Commissioner reports that advances to the following amounts will probably be required for :—

| | Rs. |
|-------------------|----------|
| Meiktila | 1,10,000 |
| Yamethin | 90,000 |
| Myingyan | 1,00,000 |
| Total ... | 3,00,000 |

In Finance and Commerce Department Resolution No. 1,233A., dated the 16th March 1897, five lakhs are allotted to Upper Burma for agricultural advances. As the whole of the dry zone of Upper Burma has suffered severely from deficient crops, agricultural advances will have to be made on a liberal scale in other districts besides those mentioned above, and it is doubtful whether five lakhs will meet all the requirements of Upper Burma. It will probably be necessary to divert to that part of the province a considerable portion, if not the whole, of the allotment provided for Lower Burma. On this understanding the Chief Commissioner is of opinion that sufficient provision has been made for agricultural advances.

6. As regards crop prospects there is little to add to the facts reported in my letter of the 8th January. The cold weather crops of the affected area are inconsiderable and the outturn, such as it is, has been much below the average. The food-supply of these parts must continue to be drawn from Lower Burma until the wet weather crops, which will be sown at the beginning of the rains, come to maturity.

7. It remains to discuss the questions of the number of persons likely to require relief, the measures to be taken for relieving them, and the probable cost of those measures. The year 1896-97 having already expired, it is not necessary to refer to it. It is sufficient to mention that the total expenditure on famine relief up to the 31st March 1897, according to the latest information available, was Rs. 5,50,385. It is difficult to estimate with any approach to accuracy the number of persons likely to require relief in 1897-98 because the most important factor, the character of the rainfall of 1897, is unknown. If the rainfall is favourable, the Chief Commissioner believes that the number of relief-workers after June will fall considerably. It is true that the ground will produce no food till September or October, but if there is a reasonable prospect that the crops will yield well, the people will be able to borrow on their security, and they will certainly prefer to do so and attend to their agricultural operations, rather than continue on relief works. If, on the other hand, the season is unfavourable, the number on relief works will certainly increase largely. It is, however, quite impossible to forecast the extent of the increase and therefore in the following estimate the Chief Commissioner assumes that the rainfall will be normal. On this

assumption the Chief Commissioner submits the following estimate of relief-workers in terms of daily relief units :—

| | |
|---------------|------------------|
| April | 450,000 |
| May | 400,000 |
| June | 350,000 |
| July | 300,000 |
| August | 100,000 |
| Total | <u>1,600,000</u> |

The cost of a daily relief unit is estimated at 2 annas 8 pies. On the basis of this estimate the cost of relief works will be Rs. 2,66,666. In addition to the above expenditure, expenditure is incurred on—

- (a) Gratuitous relief ;
- (b) Employment of additional civil officers.

The Chief Commissioner's estimate under these heads is—

| | Rs |
|---------------|--------|
| (a) | 7,000 |
| (b) | 10,000 |

The total expenditure which the Chief Commissioner anticipates under all heads in 1897-98 is—

| | Rs |
|-----------------------------|-----------------|
| Relief works | 2,66,666 |
| Gratuitous relief | 7,000 |
| Civil Officers | 10,000 |
| Total | <u>2,83,666</u> |

or, in round numbers, Rs. 3,00,000. This estimate is very considerably below that made in January, the reduction being due mainly to the fact that numbers on relief works have fallen off considerably in March and April, and that a still further decrease may fairly be expected when agricultural operations recommence in May and June.

8. As regards the arrangements to be made for affording relief, I am to say that the Chief Commissioner is not without hope that the Meiktula-Myingyan Railway will provide sufficiently for the requirements of the situation. Owing to the diminution in the number of relief-workers in March and April, the rate of progress has been slower than was anticipated in January. Assuming that relief-workers continue to diminish in numbers, the Railway ought to provide employment for a considerable time. If work on it is finished before the need for relief ceases, ample employment will be provided for all needing relief on the Mandalay and Môn Canal schemes in the Mandalay and Minbu districts.

9. In conclusion I am to remark that at the end of paragraph 10 of my letter of January, the Chief Commissioner expressed the fear that it might be necessary to open relief works in other parts of the dry zone besides the Meiktula division. He is glad to be able to report that the necessity has not arisen. Two small test works have been maintained under strict Code rules in the Magwe and Minbu districts, where scarcity was feared, but the numbers on these

works has never exceeded a few hundreds, and the works have been kept open for the purpose of gauging the character of the distress in parts of the country where crops had failed and where a certain amount of distress was known to exist.

I have, &c.,

C. G. BAYNE,

Revenue Secretary.

Exports of Rice, husked and unhusked, from 1st January, 1897, from all ports in Burma. Compiled in the Department of Revenue and Agriculture from weekly telegrams received from Collectors of Customs in Burma.

| In | To India | To Europe | To other places | Total |
|---------------------------------|-------------|--------------|--------------------|---------|
| | Tons | Tons. | Tons. | Tons |
| January 1897 . | 65,075 | 12,438 | 71,795 | 149,308 |
| February 1897 | 53,060 | 139,848 | 42,374 | 235,282 |
| March 1897 . | 87,686 | 188,343 | 22,610 | 298,639 |
| April 1897 . | 90,570 | 66,866 | 19,748 | 177,184 |
| 3rd May to 9th May 1897 | 23,372 | 9,643 | 5,397 | 38,412 |
| 10th May to 16th May 1897 | 10,482 | 14,787 | 3,459 | 29,088 |
| 17th May to 23rd May 1897 . . . | 27,266 | 9,500 | 3,936 | 40,702 |
| 24th May to 30th May 1897 | 6,576 | 301 | 5,909 | 12,786 |

MADRAS.

MONTHLY FAMINE STATEMENT A

For the period ending Saturday the 27th March 1897

| Districts. | Area. | Population in thousands. | Affected area | Estimated population in column 4 in thousands. | Numbers on relief works on the last day of the period including weavers | | |
|-----------------|--------|--------------------------|---------------|--|---|----------|---------|
| | | | | | Class A | Class B. | Class C |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Coarcas— | | | | | | | |
| Ganjám . . . | 8,369 | 1,897 | 2,392 | 1,057 | | | 66 |
| Vizagapatam ... | 17,242 | 2,803 | 873 | 493 | | 8,546 | |
| Total .. | 26,611 | 4,700 | 3,265 | 1,496 | | 8,546 | 66 |
| Deccan— | | | | | | | |
| Kurnool .. | 7,514 | 818 | 2,436 | 811 | 251 | 9,292 | 12,646 |
| Bellary .. | 5,975 | 900 | 3,833 | 510 | 301 | 45,382 | 913 |
| Anantapur .. | 4,886 | 709 | 4,277 | 572 | 865 | 4,241 | 1,342 |
| Cuddapah . | 8,731 | 1,272 | 2,177 | 383 | | 9,285 | 7,815 |
| Total .. | 27,106 | 3,699 | 12,723 | 1,776 | 1,417 | 68,160 | 22,116 |
| Grand Total | 52,717 | 8,399 | 15,988 | 3,271 | 1,417 | 71,696 | 22,181 |

| Districts | Numbers on relief works on the last day of the period including weavers—cont | | Numbers on gratuitous relief | Price of principal food-grains in seers of 80 tolas per rupee | | | Monthly death-rate | Deaths due to starvation |
|-----------------|--|--------|------------------------------|---|--------|------|--------------------|--------------------------|
| | Class D | Total | | Rice | Cholam | Ragi | | |
| | 9 | 10 | | 11 | 12 | 13 |  |  | 14 | 15 | 16 |
| Coarcas— | | | | | | | | |
| Ganjám . . . | | 66 | 638 | 11 1 | | 15 2 | | |
| Vizagapatam .. | 5 | 3,551 | 411 | 9 8 | 16 2 | 17 0 | | |
| Total | 5 | 3,617 | 1,049 | | | | | |
| Deccan— | | | | | | | | |
| Kurnool .. | 227 | 22,415 | 142 | 9 2 | 14 0 | 15 5 | | |
| Bellary . . . | | 46,596 | 2,787 | 9 1 | 12 2 | 15 6 | | |
| Anantapur . | 184 | 6,532 | 471 | 9 4 | 13 9 | 17 8 | | |
| Cuddapah . . | 64 | 16,614 | 439 | 9 2 | 13 9 | 17 8 | | |
| Total . | 475 | 92,157 | 3,839 | | | | | |
| Grand Total | 480 | 95,774 | 4,888 | | | | | |

* Figures not yet available

REMARKS.

Area affected.—Condition and prospects thereof.—The affected area has increased to 15,988 square miles against 12,754 square miles reported in the statement of the previous month. The increase is due to addition of a portion of the Vizagapatam district, and to the extension of the areas affected in Ganjám,

Anantapur and Bellary. In Ganjám, distress has not yet reached an acute stage, and the people, who in the more seriously affected tracts are to a great extent Uriyas, are averse to the discipline of relief works and prejudiced against the acceptance of relief. The numbers on relief works in that district are very small, but the extent to which it has been found necessary to give gratuitous relief to save life shows that limit of endurance without relief has been nearly reached. In Vizagapatam there was a similar reluctance to attend relief works, but after the first few had made a start on March 14th, others came with a rush, and the numbers at the end of the month were 3,550. This shows that abstention from works is not necessarily a sign that there is no distress. In both these districts, the rainfall of the month has been considerable; but while being of but little use for cultivation purposes, it has replenished the sources of drinking-water supply, and brought into existence the normal hot weather pasturage for cattle.

In the Deccan districts, there has been no improvement, nor can any be expected before June. Agricultural operations are practically over for the present. The numbers on relief have increased by nearly 50 per cent., and are likely to mount considerably higher. The conditions of, and outlook for, cattle are decidedly poor, for although the more valuable cattle are carefully fed, the inferior kind is suffering much from want of pasturage and water.

2 *Nature of works.*—The work given is almost entirely road-work, *i.e.*, collection, breaking and stacking of metal, collection of gravel, cutting side-drains and spreading of metal and gravel.

3. *Operations under the Loans Acts.*—In addition to the numbers employed on relief works, about 13,000 are reported to be employed on land improvement works, for which over Rs. 2,00,000 have already been disbursed by the State, as shown in the subjoined table :—

| Districts | Land Improvement Loans | | | | | | | | Number of wells | | Estimated number of labourers employed |
|---------------|------------------------|----------|-----------|---------|----------------|----------|-----------|----------|-----------------|---------------------|--|
| | For wells | | | | Other purposes | | | | Completed | Under construction. | |
| | Accepted | | Disbursed | | Accepted. | | Disbursed | | | | |
| | Number | Amount | Number | Amount. | Number | Amount. | Number | Amount. | | | |
| <i>Coarcs</i> | | | | | | | | | | | |
| | | RS | | RS | | RS | | RS | | | |
| Ganjám | .. | .. | | | 31 | 3,960 | 24 | 3,500 | | | Not reported. |
| Vizagapatam | | | | | 10 | 1,500 | 2 | 400 | | | |
| Total | | | | | 41 | 5,460 | 26 | 3,900 | | | |
| <i>Deccan</i> | | | | | | | | | | | |
| Kurnool | 81 | 16,628 | 76 | 12,043 | 130 | 12,980 | 130 | 12,980 | | 3,965 | 1,542 |
| Bellary | 33 | 5,736 | 24 | 2,755 | 1,026 | 1,16,795 | 806 | 89,070 | 1 | 20 | 4,619 |
| Anantapur | 631 | 1,13,953 | 602 | 71,367 | 353 | 50,060 | 301 | 36,155 | 38 | 692 | 6,443 |
| Cuddapah | 15 | 2,285 | 14 | 1,355 | | | | | | 14 | 60 |
| Total | 1,010 | 1,38,600 | 916 | 87,520 | 1,509 | 1,78,835 | 1,237 | 1,36,205 | 39 | 4,691 | 12,664 |
| Grand Total | 1,010 | 1,38,600 | 916 | 87,520 | 1,550 | 1,84,295 | 1,263 | 1,42,105 | 39 | 4,691 | 12,664 |

4. *Wages.*—During the month the majority of relief-workers has been on B class wages, though over 20,000 have been receiving C class wages. Under the orders of Government referred to below in paragraph 8, all actual workers are henceforth to be placed on B wages, the C class being reserved for untasked labour.

5. *Gratuitous relief.*—Except in Ganjám, gratuitous relief has been confined to the offer of cooked food at kitchens, and the persons relieved have been for the most part the children or infirm dependants of relief-workers. On the last day of the month, however, Government considered that the time had come for a more extended organisation of gratuitous relief and ordered the administration of

gratuitous relief in villages, sanctioning the grant of money doles to dependants of workers who attend on works, and grain doles in villages, in those cases where the recipients are debarred by caste prejudices from attending public kitchens.

6. *Prices.*—Prices have fallen slightly in Ganjám and Vizagapatam where rice and ragi are the staple grains. But in the Deccan where cholam is the principal staple, there was, except in Anantapur and Kurnool, a distinct rise, especially in Bellary, and the tendency to rise has continued since in Bellary and Cuddapah and has been felt in Kurnool.

7. *Imports and Exports*—Trade is fairly active as evidenced by the subjoined figures :—

IMPORTS AND EXPORTS BY RAIL.

| Districts | February | | March | |
|-------------|----------|----------|---------|---------|
| | Imports. | Exports. | Imports | Exports |
| | MDS. | MDS. | MDS. | MDS. |
| Ganjám | 10,600 | 10,200 | 4,000 | 10,700 |
| Vizagapatam | 58,600 | 4,300 | 35,200 | 1,200 |
| Kurnool | 9,640 | 1 871 | 14,800 | 3,000 |
| Bellary | 26,580 | 6,512 | 40,500 | 6,100 |
| Anantapur | 16,806 | 6,373 | 10,065 | 10,234 |
| Cuddapah | 25,311 | 12,878 | 33,281 | 11,140 |

8. *Condition of People*—On the representation of the Sanitary Commissioner that the diet prescribed in section 120 of the Famine Code was deficient in vegetable salts, and that the grain equivalent was insufficient to provide the "other items" of the diet, Government issued orders at the close of the month to place all workers in A or B class, and untasked labourers in C class. The Government of India has been addressed in the matter. The Sanitary Commissioner considered the condition of some relief-workers who had been long on C class wages, to be unsatisfactory, but the condition of others was, on the whole, fair.

9. *Mortality.*—The following table shows the deaths in February 1897 and in the period, October—February in 1896—97, and the average rates for the same periods. Figures for March are not available :—

| Districts. | Number of deaths reported. | | | |
|-----------------------|----------------------------|---------|---------------------------|----------|
| | During February | | From October to February. | |
| | 1897 | Average | 1896-97 | Average. |
| Ganjám | 2 847 | * | 12,392 | * |
| Vizagapatam | 2,238 | 2,431 | 12,328 | 15,131 |
| Kurnool | 916 | 1,289 | 5,801 | 7,081 |
| Bellary | 1,218 | 1,395 | 6,956 | 6,882 |
| Anantapur | 922 | 812 | 5,585 | 4,802 |
| Cuddapah | 1,827 | 1,864 | 10,406 | 11,790 |

* Figures not available.

The death-rate during February was below the average everywhere except in Anantapur, but in Bellary and Anantapur, the average was exceeded for the period

for October—February, being noticeable only in the case of the latter district and the three most affected taluks of Bellary. Any inference from the figures would, however, be possibly misleading, for the rates entered are considerably below those to be expected when a comparison is made with census statistics. The Sanitary Commissioner, however, is of opinion that "it is possible that a marked decrease of fever in malarious districts may follow a drought and that mortality may be exhibited in reference to scarcity by its influence on the very old and the very young."

FAMINE STATEMENT B.

For the period ending Saturday the 27th March 1897

| Districts | Maximum number for whom relief is estimated to be required in the case of serious famine. | Numbers for whom relief was provided in programme of famine relief works. | | | Maximum number for whom relief can be provided by works remaining in programme on date of report | |
|-----------------|---|---|----------------|---------|--|---------|
| | | Date of programme | On large works | Others | On large works | Others |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| <i>Circars</i> | | | | | | |
| Ganjám ... | 817,800 | 9th July 1896. | 431,961 | 84,737 | 431,592 | 84,737 |
| Vizagapatam | 888,200 | 18th May 1896 | 924,901 | 172,155 | 824,196 | 172,155 |
| Total | 706,000 | . | 756,262 | 256,892 | 755,788 | 256,892 |
| <i>Deccan</i> | | | | | | |
| Kurnool | 163,000 | 18th May 1896 | 198,041 | 87,968 | 198,940 | 87,059 |
| Bellary | 180,000 | Do | 924,615 | 29,888 | 805,816 | 28,865 |
| Anantapur . . . | 141,800 | 6th July 1896 | 143,224 | 84,567 | 141,979 | 84,313 |
| Cuddapah . . . | 253,800 | 22nd May 1896 | 209,779 | 110,170 | 199,874 | 109,921 |
| Total | 738,600 | . | 869,659 | 261,998 | 841,609 | 260,138 |
| Grand Total | 1,444,600 | . | 1,625,921 | 518,886 | 1,597,397 | 517,030 |

| Districts | Expenditure since 1st April up to the latest day for which figures are available | Advances given—1st April up to the end of period—under | | | | Revenue suspended beyond current Official year | |
|-----------------|--|--|-----------------------|----------------------|----------------------------|--|----------------------------|
| | | Date up to which expenditure is known. | Rupees omitting 000's | | Land Improvement Loans Act | | Agriculturists' Loans Act. |
| | | | On relief works. | On gratuitous relief | Rupees omitting 000's. | | Rupees omitting 000's. |
| 8 | 9 | 10 | 11 | 12 | 13 | | |
| <i>Circars</i> | | | | | | | |
| Ganjám ... | 27th Mar 1897 | 3 | 9 | 4 | 5 | 3,85,000 | |
| Vizagapatam | Do. | 2 | | 2 | 3 | 2,19,000 | |
| Total | . | 5 | 9 | 6 | 8 | 6,04,000 | |
| <i>Deccan</i> | | | | | | | |
| Kurnool | 27th Mar 1897 | 62 | 3 | 25 | 1 | 5,25,000 | |
| Bellary | Do. | 228 | 10 | 92 | 6 | 2,30,000 | |
| Anantapur . . . | Do. | 21 | 1 | 108 | 8 | 2,11,000 | |
| Cuddapah | Do. | 34 | 1 | 1 | . | 13,00,000 | |
| Total .. | . | 345 | 15 | 326 | 15 | 22,66,000 | |
| Grand Total | . | 349 | 17 | 330 | 23 | 28,70,000 | |

BOMBAY.

No. 1098 (Famine), dated Bombay Castle, the 26th April 1897.

From the Honourable Mr. J. Monteath, I C.S., Chief Secretary to the Government of Bombay, Revenue Department, to the Secretary to the Government of India, Department of Revenue and Agriculture (Famine).

In accordance with No. 2 of the rules circulated with the Resolution of the Government of India, No. 5—48, dated 2nd March 1892, and printed in Appendix II. of the Bombay Famine Relief Code, I am directed to submit for the information of that Government the Famine reports for the month of March 1897 from all the Collectors of the affected districts where relief measures are in progress. The reports are in the forms prescribed by Rule VI of those rules. As there is no change in the affected areas no maps have been sent.

2. I am to state that the Collectors of Poona and Ahmednagar have been asked to furnish explanations in regard to the figures of gratuitous relief shown in column 12 of Statement E for their respective districts, which cannot be reconciled with the figures reported in their weekly returns, and that any alterations which may be necessary will be reported to the Government of India.

Monthly Famine Statement E for the four weeks ending Saturday evening, the 27th March 1897.

| District | Area in Square miles. | Population in thousands. | Affected Area in Square miles | Estimated Population, in thousands, of col. 4. | NUMBERS ON RELIEF WORKS ON LAST DAY OF MONTH | | | | | | Numbers on gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD GRAINS IN POUNDS PER RUPEE. | | |
|------------------|-----------------------|--------------------------|--|--|--|---------|----------|---------|------------------|---------|--|---|--------|--|
| | | | | | Class A | Class B | Class C. | Class D | Working children | Total | | Jowári | Bajri. | Wheat. |
| | | | | | | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 |
| Poona . . . | 5,349 | 1,068 | 2,987 | 487 | 2,292 | 6,060 | 957 | 350 | 2,417 | 12,076 | 2,547 | 18 31 | 15 95 | |
| Sátára . . . | 4,825 | 1,225 | 4,095 | 1,162 | 5,399 | 11,830 | 4,520 | 220 | 7,286 | 29,255 | 4,889 | 17 84 | 15 85 | |
| Khándesh . . . | 10,700 | 1,430 | 10,700 (but area specially affected 1,700) | 1,430 partly, but 250 specially. | 2,416 | 12,369 | 6,603 | 2,671 | 8,448 | 32,507 | 9,634 | 17 00 | .. | |
| Bijápur . . . | 5,627 | 796 | 5,627 | 796 | 2,739 | 19,977 | 10,849 | 3,396 | 14,854 | 51,815 | 23,260 | 20 75 | .. | |
| Násik . . . | 5,817 | 843 | 5,817 | 843 | 8,927 | 7,147 | 2,159 | 1,382 | 3,208 | 22,823 | 8,678 | 19 10 | 17 025 | (Nágli) 21 55 |
| Ahmednagar . . . | 6,645 | 888 | 6,645 | 888 | 2,989 | 5,992 | 18,592 | 22,072 | 13,380 | 63,025 | 27,111 + 19,147 No to which gratuitous relief was given in villages and poor-houses. | 18 34 | 15 17 | (Wheat) 15 7 |
| Bholápur . . . | 4,542 | 750 | 4,542 | 750 | 9,761 | 39,316 | 10,021 | 2,095 | 20,466 | 81,659 | 40,267 | 19 33 | 17 8 | |
| Belgaum . . . | 4,674 | 1,013 | 1,642 | 353 | 545 | 1,350 | 852 | 781 | 1,737 | 5,265 | 917 | 21 00 | 20 00 | (Rice) 17 |
| Total . . . | 48,179 | 8,013 | 42,055 | 6,712 | 35,068 | 104,041 | 54,553 | 32,967 | 71,796 | 298,425 | 136,483 | 18 96 | 16 76 | (Nágli) 21 55 (Wheat) 15 7 (Rice) 17 |

Bombay Castle, 21st April 1897.

J. MONTEATH,
Chief Secretary to Government.

Monthly Famine Statement F. for the four weeks ending Saturday evening, the 27th March 1897

| District. | Maximum number for whom relief is estimated to be required in case of serious famine | NUMBERS FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS | | | NUMBERS FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT. | | EXPENDITURE FROM 1ST APRIL 1896. | ADVANCES FROM 1ST APRIL UP TO END OF MONTH UNDER | | REVENUE SUSPENDED | | |
|-----------------|--|--|----------------|----------------|--|----------------|----------------------------------|--|----------------------|-------------------|----------------------|-----------------------|
| | | Date of last programme | On large works | On other works | On large works | On other works | | Date up to which account is made up | Rupees, omitting 000 | | Rupees, omitting 000 | |
| | | | | | | | | | On relief works. | | | On gratuitous relief. | Rupees, omitting 000 | Rupees, omitting 000 |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Poona | 102,467 | 14th January 1897 | 57,464 | 8,346 | 49,507 | 8,345 | 27th March, 1897 | *152 | 21 | 150 | 2 | |
| Sátára | 75,000 | . | 88,272 | | 72,547 | . | Do . | 169 | 20 | †178 | .. | |
| Khándesh | 45,000 | 1st February 1897 | 58,702 | 16,004 | 42,035 | 16,004 | Do .. | 157 | 27 | 114 | 15 | |
| Bijápur | 108,658 | 20th January 1897 | 74,818 | 7,393 | 13,555 | 7,000 | 27th February 1897. | 508 | 108 | 924 | 28 | |
| Násik | 52,500 | 10th October 1896 | 111,019 | . | 100,000 | . | 15th March 1897. | 150 6 | 30.5 | 128 3 | 5 9 | |
| Ahmednagar . .. | 100,000 | 20th June 1896 . | 23,549 | 10,746 | 63,025 | | 28th February 1897 | 347 | †7 | 474 | 17 | |
| | | | | | Separate figures for columns 6 and 7 are not available | | | | | | | |
| Sholápur | 120,000 | 30th March 1897 | ‡104,562 | ‡18,000 | ‡100,000 | ‡18,000 | 27th March, 1897. | 449 | 115 | 237 | 2 | |
| Belgaum | 352,578 | 5th November 1896 | 168,074 | | 168,074 | | 31st March, 1897. | Not reported. | | 306 | .. | |
| Total | 956,203 | | 518,386 | 60,489 | 377,644 | 49,349 | | 1,932 6 | 328 5 | 2,511 3 | 69 9 | |
| | | | 168,074 | | 231,099 | | | | | | | |

* Exclusive of establishment and other charges

† The Collector reports that this amount does not include the amount distributed in Khandála Petha as the return from that petha has not yet been received

‡ The Collector reports that the expenditure on relief of dependants has not been separately accounted for The amount entered in this column represents the expenditure incurred on gratuitous relief in villages and poor-houses

§ The Collector reports that the figures in these columns are exclusive of the figures for 12 works in progress, the revised estimates for which are under preparation.

Bombay Castle, 21st April 1897,

J. MONTEATH, Chief Secretary Government.

REMARKS TO ACCOMPANY MONTHLY FAMINE STATEMENT IN
FORM E FOR THE FOUR WEEKS ENDING SATURDAY EVENING
THE 27TH MARCH 1897.

(a) *Private relief.*—Generally *nil* except in Bijápur, Násik and Sholápur. In Bijápur in addition to this kind of relief reported last month, the Bombay Branch of the Indian Charitable Relief Fund sent Rs. 10,000, out of which clothing is being distributed to the poor. In Násik there are several “Sadávarás and Annachatras” where cooked food and grain doles are given as usual to travellers and others in need of food. In Sholápur the distribution of grain continues as before; a further allotment has been received from the Charitable Relief Fund and is being expended on the relief of purdah women and in providing clothes to destitute persons.

(b) *Village relief.*—This kind of relief is given in 484 out of 717 villages in the Sholápur District, and in 322 villages in the Poona District. In Bijápur the total number relieved was 237,099 inclusive of village servants and of 6,018 persons relieved gratuitously by Municipalities. The number relieved in Sátára was 23.

(c) *Poor-house relief.*—A poor-house has been opened by the Bijápur Municipality at Bijápur in addition to the Government poor-house already existing there. A branch poor-house has also been opened at Naladvad. The management of the poor-house at Pandharpur in the Sholápur District has been taken over by the Pandharpur Municipality. Poor-houses have been opened at Nagar, Ráhuri, Koparguon, Sangamner, and Jámkhed in the Ahmednagar District.

(d) *General character of relief works.*—The relief works consist mainly of the construction of new and improvement of existing roads, breaking and collection of metal, and construction of tanks for irrigation. As many works of the last class as are likely to be permanently useful in the affected areas are being undertaken. There are also Railway earth-works in the Khándesh and Sholápur Districts.

(e) *Physical condition of the people.*—Generally good; but a few cases of cholera and small-pox are reported to have occurred in the Bijápur and Sholápur Districts. Measures have been taken to prevent the spread of the diseases.

(f) *Deaths (if any) from starvation.*—*Nil.*

(g) *Food stocks.*—Generally sufficient.

(h) *Importation of grain.*—Generally sufficient. It is reported that in Sátára the imports of grain are increasing and in Khándesh they are larger than they were three months ago. In Bijápur there is comparatively very little grain imported or exported.

(i) *General condition and prospects of affected areas.*—In Sholápur there was an appreciable increase in the numbers on relief works during the month. In Sítára and in parts of Khándesh there has also been a steady increase in the numbers applying for relief. In Bijápur there is now very little employment for labourers on ordinary agricultural operations, but the recipients of tagáru have employed large numbers. The reports for Poona point to increased stress in the west.

(j) *Changes in rates of wages.*—The wages given depend on the prices of the staple food-grains. In Bijápur the rates of wages and prices are steady. In Sholápur there was a slight rise in the prices of food-grains, the maximum and minimum wages paid in that district being 2 annas and 7 pies and 1 anna and 3 pies respectively. The maximum and minimum wages in the Ahmednagar District were 2 annas and $1\frac{1}{2}$ annas respectively. Copies of statements showing the rates of wages in Khándesh and Sítára are appended.

J. MONTEATH,
Chief Secretary to Government.

Bombay Castle, 21st April 1897.

No. 1259-F., dated Bombay Castle, the 1st June 1897.

From the Honourable Mr. J. Monteath, I.C.S., Chief Secretary to the Government of Bombay, Revenue Department, to the Secretary to the Government of India, Revenue and Agricultural Department.

In accordance with No. 2 of the rules circulated with the Resolution of the Government of India, No 5-48, dated 2nd March 1892, and printed in Appendix II. of the Bombay Famine Relief Code, I am directed to submit for the information of that Government the famine reports for the month of April 1897 from the Collectors of all the affected districts where relief measures are in progress. The reports are in the form prescribed by Rule VI. of the rules mentioned above. As there is no change in the affected areas no maps have been sent with this letter.

Monthly Famine Statement E. for the four weeks ending Saturday evening the 24th April 1897.

96111

| District. | Area in square miles. | Population in thousands. | Affected Area in square miles. | Estimated Population, in thousands, of col. 4 | NUMBERS OF RELIEF WORKS ON LAST DAY OF MONTH | | | | | | Numbers on gratuitous relief. | PRICE OF ONE OR MORE PRINCIPAL FOOD-GRAINS IN POUNDS PER RUPRE | | |
|-----------------|-----------------------|--------------------------|---|---|--|----------|---------|----------|------------------|---------|-------------------------------|--|--------|--|
| | | | | | Class A | Class B. | Class C | Class D. | Working children | Total. | | Jowári | Bájrí. | Wheat |
| | | | | | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 |
| Poona | 5,349 | 1,068 | 2,987 | 488 | 3,576 | 7,831 | 2,287 | 743 | 4,283 | 18,720 | 7,154 | 18 25 | 15 90 | |
| Sátára | 4,825 | 1,225 | 4,095 | 1,162 | 1,937 | 9,194 | 4,301 | 325 | 5,479 | 21,236 | 3,045 | 18 29 | 16 54 | |
| Bijápur | 5,627 | 796 | 5,627 | 796 | 2,809 | 19,265 | 12,802 | 2,980 | 15,063 | 52,919 | 24,116 | 20-15 | | |
| Khándesh . . . | 10,700 | 1,430 | 10,700 (but area specially affected 1,700). | 1,430 partly, but 250 specially | 1,853 | 6,757 | 3,315 | 3,761 | 5,334 | 21,020 | 5,703 | 17 00 | | |
| Sholápur | 4,542 | 750 | 4,542 | 750 | 17,174 | 44,544 | 10,454 | 1,917 | 24,232 | 98,321 | 30,374 | 19 98 | 17 40 | |
| Ahmednagar .. . | 6,645 | 888 | 6,645 | 888 | 3,218 | 3,896 | 18,286 | 14,853 | 10,647 | 50,900 | (1) 27,544 | 18 44 | 15 40 | (Wheat) 14 20 |
| Násik | 5,817 | 843 | 5,817 | 843 | 7,415 | 8,989 | 624 | 757 | 4,067 | 21,852 | 5,701 | 18 10 | 16 82 | (Nágli) 19 15 |
| Belgaum | 4,674 | 1,013 | 1,642 | 353 | 967 | 3,039 | 1,175 | 869 | 2,916 | 8,966 | 2,977 | 22-00 | 21-00 | (Rice) 17 00 |
| Total | 48,179 | 8,013 | 42,055 | 6,710 | 38,949 | 103,515 | 53,244 | 26,205 | 72,021 | 293,934 | 106,614 | 19 02 | 17 18 | (Wheat) 14 20 (Nágli) 19-15 (Rice) 17-00 |

NOTE.—(1) This figure shows the daily average number for the week ending 24th April 1897, as the number on the last day of the period under report has not been given.

J. MONTEATH,

Chief Secretary to Government,

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2 A

Monthly Famine Statement F. for the four weeks ending Saturday evening the 24th April 1897.

| District. | Maximum number for whom relief is estimated to be required in case of serious famine. | NUMBERS FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS. | | | NUMBERS FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT | | EXPENDITURE FROM 1ST APRIL 1896 | ADVANCES FROM 1ST APRIL 1896 UP TO END OF MONTH UNDER | | REVENUE SUSPENDED. | | |
|------------------|---|---|-------------------------|----------------|---|----------------|---------------------------------|---|----------------------|--------------------|------------------------|----------------------|
| | | Date of last programme | On large works | On other works | On large works | On other works | | Date up to which account is made up | Rupees, omitting 000 | | Rupees, omitting 000s. | |
| | | | | | | | | | On relief works. | | | On gratuitous relief | Land Improvement Act | Agricultural Loans Act. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Poona . . . | 102,467 | 14th January 1897 | 56,114 | 8,346 | 46,883 | 8,346 | 24th April 1897 | 198* | 37 | 201 | 2 | |
| Sátára . . . | 75,000 | | 88,272 | . | 72,547 | | Do. | 193 | 24 | 210 | . | |
| Bijápúr . . . | 108,658 | 20th January 1897 | 81,338 | 7,393 | 11,576 | 7,000 | Do | 700 | 139 | 931 | 30 | |
| Khándesh ... | 45,000 | 1st February 1897 | 58,702 | 16,004 | 42,035 | 16,004 | Do | 262 | 40 | 130 | 15 | |
| Sholápur . . . | 120,000 | 30th March 1897 | 104,562† | 18,000† | 100,000† | 18,000† | Do. | 663 | 146 | 320 | 2 | |
| Ahmednagar . . . | 100,000 | 20th June 1896 | 23,540 | 10,746 | 50,900 | | 31st March 1897 | 592 | 11‡ | 552 | 22 | |
| Násik . . . | 52,500 | 10th October 1896 | 111,019 for six months. | | 96,000 | | 15th April 1897 | 218 5 | 44 | 129 4 | 5 9 | |
| Beigáum . . . | 352,578 | 5th November 1896 | 168,074 | | 168,074 | | 30th April 1897. | 26 | 3 | 391 | 1 | |
| Total . . . | 956,203 | | 523,556 | 60,489 | 369,041 | 49,350 | | 2,852 5 | 444 | 2,864 4 | 77 9 | |
| | | | 168,074 | | 218,974 | | | | | | | |

* Exclusive of establishment and other charges.

† The Collector reports that the figures in these columns are exclusive of the figures for 12 works in progress, the revised estimates of which are under preparation

‡ The Collector reports that the expenditure on relief of dependants has not been separately accounted for. The amount entered in this column represents the expenditure incurred on gratuitous relief in villages.

Dunboy Castle, 28th May 1897.

J. MONTEATH, Chief Secretary to Government.

REMARKS TO ACCOMPANY MONTHLY FAMINE STATEMENT IN FORM E, FOR THE FOUR WEEKS ENDING SATURDAY EVENING THE 24TH APRIL 1897.

(a) *Private relief.*—Private relief from the Indian Famine Charitable Relief Fund is given in Poona, Ahmednagar, Sholapur and Bijapur in the form of clothing to relief workers, recipients of the gratuitous dole and other poor people, and of extra food to the old and infirm and to children in a reduced condition. In the Bijapur district the municipalities of Guledgad, Ilkal, Bijapur and Bagalkot continue to give gratuitous relief within their limits, and grain shops for the poor have been opened in Muddebihal and Talikot.

(b) *Village relief.*—This kind of relief was given during the month in 500 villages in the Sholapur and in 486 villages in the Poona district. In Bijapur the total number so relieved was 259,639 inclusive of village servants and 7,957 persons relieved by municipalities. The number so relieved in Satara was 46 on the average. The number in receipt of this kind of relief in the Nasik, Dindori, Malsuon, Igatpuri, Sunnar and Niphad talukas of the Nasik district on the 24th April 1897 was 173.

(c) *Poor-house relief.*—The poor-houses opened at Kopargaon, Sangamner, Akola, Shrigonda and Jamkhed in the Ahmednagar district have been closed owing to the absence of demand for relief in this manner. In the districts of Sholapur and Bijapur poor-house relief continues as before.

(d) *General character of relief works.*—There is little to add on this subject to the report for the preceding month. As far as possible metal-breaking works are being closed and labour is being concentrated on railway earth-works or irrigation works. In the Bijapur district a large number of labourers continue to find employment on works undertaken by recipients of takavi advances.

(e) *Physical condition of the people.*—Generally good; in the western part of the Poona district some of the poorer people are reported to be in a somewhat reduced condition. Cholera prevailed during the month in parts of Bijapur, in 7 talukas of Satara and in all talukas of Sholapur except Karmala; but except on two works in Satara and on one work in Bijapur and Sholapur respectively there were no cases in the relief camps. Small-pox was prevalent at the end of the month in the Malsiras taluka of the Sholapur district. Measures have been taken to prevent the spread of the diseases.

(f) *Deaths (if any) from starvation.*—None.

(g) *Food stocks.*—Generally sufficient except in a few isolated villages in the Bijapur district, where it is reported that the supply is failing.

(h) *Importation of grain.*—Owing to the abatement of the plague the import and export traffic of the Poona City has resumed its normal course. In Satara and Khandesh the imports have increased. As for the other districts there is no change to report.

(i) *General condition and prospects of affected areas.*—The numbers of people on relief works and especially of dependants have gradually decreased in most of the districts in the course of the month as a result of the introduction of kitchens for the relief of dependants and of the concentration of labourers on large works, which involves the closing of works near the homes of many. In the eastern and central parts of Poona the general condition is such that the first fall of rain will probably dispense with the need of relief being continued in any form; but in the western part, where the smaller cultivators are at the end of their resources, relief measures may have to be continued longer. At the same time the practical cessation of the plague in Bombay has enabled many labourers and others from the western tracts of Poona to go there for work as usual. In Bijapur recent rain has induced a few of the cultivators to plough their fields and large numbers of people have applied for tagai advances for purchase of seed and cattle. Scarcity of water is increasing in the Bijapur and Sholapur districts, and measures have been taken to improve the water-supply. In Ahmednagar the general condition is reported to be satisfactory.

(j) *Changes in rates of wages.*—In Poona, Khandesh, Ahmednagar and Nasik there was no change in the rates of wages given. In Bijapur there was an increase in some talukas owing to a rise in the prices of food-grains, while in Sholapur there was a slight fall in prices and consequent decline in the rates of wages, which varied from 2 annas 7 pias to 1 anna 2 pias. A copy of the statement showing the rates of wages in Satara is appended.

J. MONTEATH,

Chief Secretary to Government.

BERAR.

No. 404, dated Chikalda, the 1st April 1897.

*From Major R. V. Garrett, Officiating Director of Land Records and Agriculture,
Hyderabad Assigned Districts, to the Secretary to the Government of India,
Department of Revenue and Agriculture*

I have the honor to submit the accompanying statements prescribed by the circular of the Government of India in the Revenue and Agricultural Department, No. 5-48, dated the 2nd March 1892, for the month of February 1897, and to express my regret in not being enabled to submit them on due date owing to the late receipt in my office of District Reports.

2. Arrangements have, however, been made for the punctual submission of these statements in future, and it is hoped that the statistics required for the month of March 1897 will be despatched in time to be received by the Government of India on the date prescribed.

Monthly Famine Statement E for the four weeks ending Saturday evening, the 27th February 1897

| District. | Area. | Popula- tion in thousands | Affected area. | Estimated popula- tion in thousands of column 4. | NUMBERS ON RELIEF WORKS ON LAST DAY OF MONTH. | | | | | | Number on gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD GRAINS IN POUNDS PER RUPEE. | | |
|--------------------|-----------------|---------------------------------|-------------------|---|---|------------------|----------|----------|----------------------|--------|--------------------------------------|---|--------|----|
| | | | | | Class A. | Class B. | Class C. | Class D. | Working children. | Total. | | Jowari. | Wheat. | — |
| | | | | | 6 | 7 | 8 | 9 | 10 | 11 | | 12 | 13 | 14 | 15 |
| | Square miles | | Square miles. | | By Public Works, details not received | | | | | | | lbs | lbs | |
| Akola | 2,659 | 575 | 2,659 | 575 | 568 | 1,141 | . | .. | 100 | 1,765 | | 20 | 14½ | |
| | | | | | | | | | | 1,809 | | | | |
| | | | | | | | | | | 3,574 | | | | |
| Basim | 2,956 | 398 | 1,672 | 202 | | 211 | 444 | ... | 108 | 763 | 108 | 21½ | .. | |
| Ellichpur | 2,623 | 316 | 1,649 | 42 | six small 2,118 labourers. | works employin g | | | Nil | 2,118 | Nil | 18 | 14 | |

AKOLA, }
The 1st April 1897.

R. V. GARRETT, Major,
Offy. Director of Land Records and Agriculture.

REMARKS.

Private relief.—No private relief was afforded.

Village and poor-house relief.—Nil.

General character of relief works.—Improvement of tanks, roads, and in addition stone breaking.

Physical condition of the people.—Fair.

Deaths from starvation.—Nil

Food stocks—Sufficient for the present.

General.—There were larger imports of food grains than exports during the month. The effect of high prices on the poorer classes has been disastrous. Food grains double their normal price and want of labour has made the labourers flock to the relief works opened, but these are insufficient to meet the wants of all. The rates of wages have been less than the Famine Code wages paid by the District Board, and the Code rate wages by the Public Works Department based on the prevailing rates of Jawar.

Monthly Famine Statement E I for the four weeks ending Saturday evening the 27th February 1897

| District. | Area. | Population in thousands | Affected area. | Estimated population in thousands of column 4. | Monthly death rate. | Deaths due to starvation. | REMARKS* |
|--------------|--------------------|-------------------------|--------------------|--|---------------------------|---------------------------|----------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Akola | 2,639 square miles | 575 | 2,659 square miles | 575 | Information not available | Not reported | |
| Bann | 2,956 square miles | 398 | 1,672 square miles | 202 | 693 | 1 | |
| Ellichpur | | Return not | submitted. | | | | |

AKOLA, }
The 1st April 1897. }

R. V. GARRETT, Mayor,
Offg. Director of Land Records and Agriculture.

Monthly Famine Statement F for the four weeks ending Saturday evening, the 27th February 1897

| District | Maximum number for whom relief is estimated to be required in case of serious famine. | NUMBERS FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS | | | NUMBERS FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT. | | EXPENDITURE FROM 1ST APRIL | | | ADVANCES FROM 1ST APRIL UP TO END OF MONTH UNDER | | REVENUE SUSPENDED. |
|---------------|---|--|----------------|----------------|--|-----------------|--------------------------------------|---|----------------------|--|-------------------------|----------------------|
| | | Date of last programme. | On large works | On other works | On large works. | On other works. | Date up to which account is made up. | Rupees omitting 000s. | | Land Improvement Act | Agricultural Loans Act. | Rupees omitting 000s |
| | | | | | | | | On relief works. | On gratuitous relief |  |  |  | Rupees omitting 000s | Rupees omitting 000s |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Akola | 1,90,000 | 8th February 1897 | 1,765 | 1,809 | 6,235 | 1,341 | 27th February 1897. | 2 | Nil. | 5 | ... | .. |
| Basim | 93,000 | 8th January 1897 | 457,143 | 375,771 | 457,143 | 367,840 | 27th February 1897. | The expenditure, i.e (Rs 777) being below Rs. 1,000 has been omitted in these columns | | .. | . | ... |
| Ellichpur ... | No serious famine apprehended | No programme was submitted | | | | | | | | Nil | Nil. | ... |

AKOLA ;
1st April 1897,

R. V. GARRETT, Major,
Offy Director of Land Records and Agriculture,

No. 626, dated Akola, the 17th April 1897

From Major R. V. Garrett, Officiating Director of Land Records and Agriculture, Hyderabad Assigned Districts, to the Secretary to the Government of India, Revenue and Agricultural Department.

In continuation of this office letter Camp No. 404, dated the 1st April 1897. I have the honour to submit the accompanying statements prescribed by the circular of the Government of India in the Revenue and Agriculture Department, No. 5-48, dated the 2nd March 1892, for the month of March 1897.

2. I regret that the returns are most incomplete, due to the information required in respect of the Akola, Amraoti and Buldana districts not having been supplied by the respective Deputy Commissioners, but the necessary particulars will be forwarded to you directly they are received in my office

Monthly Famine Statement E for the four weeks ending Saturday evening, the 27th March 1897

| District | Area | Popula- tion in thousands | Affected area | Estimated popula- tion in thousands of column 4 | NUMBERS ON RELIEF WORKS ON LAST DAY OF MONTH | | | | | | Number on gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD GRAINS IN POUNDS PER RUPEE | | |
|---------------------|-----------------|---------------------------------|------------------|--|---|---------|---------|---------|---------------------|-------|--------------------------------------|--|--------|----|
| | | | | | Class A. | Class B | Class C | Class D | Working children | Total | | Jowari | Wheat | — |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 |
| | Square miles | | Square miles. | | | | | | | | | | | |
| Akola | | | | | Return not submitted. | | | | | | | | | |
| Amraoti | | | | | Return not submitted | | | | | | | | | |
| Basim | 2,956 | 398 | 1,672 | 202 | 18 | 11 | 848 | | 249 | 1,126 | 197 | 19½ | | |
| Buldana | | | | | Return not submitted. | | | | | | | | | |
| Ellichpur | 2,623 | 316 | 1,649 | 42 | 7 small relief road works employing 2,507. | | | | | 2,507 | | 14 lbs | 8½ lbs | |

AKOLA :
The 17th April 1897

R V GARRETT, Major,
Offy Director of Land Records and Agriculture

REMARKS.

- | | | | | | |
|--|-----|-----|-----|-----|--|
| 1. Private relief | ... | ... | ... | ... | <i>Nil.</i> |
| 2. Village and poor-house relief | ... | ... | ... | ... | 489. |
| 3. General character of relief works | ... | ... | ... | ... | Improvement to ghats and roads, cleaning tanks and drainage channels |
| 4. Physical condition of the people | ... | ... | ... | ... | Fair. |
| 5. Deaths (if any) from starvation | ... | ... | ... | ... | <i>Nil.</i> |
| 6. Food stocks | ... | ... | ... | ... | Sufficient for the present. |
| 7. Importation of grain | ... | ... | ... | ... | Jowari is being imported from H. H. the Nizam's dominion |
| 8. General condition and prospects of affected area. | | | | | Bad. |
| 9. Changes in rates of wages and others | ... | ... | ... | ... | No material change |

Note —The above remarks refer to the Basim District only

Monthly Supplementary Famine Statement E I for the four weeks ending Saturday evening, the 27th March 1897

| District | Area | Population in thousands | Affected area. | Estimated population in thousands of column 4 | Monthly death rate | Deaths due to starvation. | REMARKS. |
|----------------|--------------------|-------------------------|---------------------------|---|--------------------|---------------------------|----------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Akola .. . | Information | not received | from Deputy Commissioner. | | | | |
| Amraoti . . . | Ditto | ditto | ditto | | | | |
| Basim | 2,956 square miles | 398 | 1,672 square miles | 202 | 592 | . | |
| Buldana .. . | Information | not received | from Deputy Commissioner. | | | | |
| Ellichpur .. . | Ditto | ditto | ditto | | | | |
| Wun | ... | .. | .. | ... | . | | |

AKOLA :
The 17th April 1897. }

R. V. GARRETT, Mayor,
Offg Director of Land Records and Agriculture

Monthly Famine Statement F for the four weeks ending Saturday evening, the 27th March 1897.

| District. | Maximum number for whom relief is estimated to be required in case of serious famine. | NUMBERS FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS. | | | NUMBER FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT | | EXPENDITURE FROM 1ST APRIL 1896 | ADVANCES FROM 1ST APRIL UP TO END OF MONTH UNDER | | REVENUE SUSPENDED. | | |
|------------------|---|---|------------------|-------------------------------|--|-----------------|-------------------------------------|---|----------------------|-----------------------|--------------------------|-----------------------|
| | | Date of last programme. | On large works . | On other works. | On large works. | On other works. | Date up to which account is made up | Rupees omitting 000s. | | Land Improvement Act. | Agriculturals Loans Act. | Rupees omitting 000s. |
| | | | | | | | | On relief works | On gratuitous relief |  |  |  | Rupees omitting 000s | Rupees omitting 000s |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Akola | | | | Information not received from | | | Deputy Commissioner. | | | | | |
| Amraoti | | | | Ditto | ditto | ditto. | | | | | | |
| Basim | 93,000 | 8th January 1897 | 457,143 | 375,771 | 457,143 | 332,228 | 27th March 1897 | The expenditure under both heads of relief collectively amounted to Rs. 3,000 | | | | |
| Buldana | | | | Information not received from | | | Deputy Commissioner | | | | | |
| Ellichpur | No serious famine apprehended | No programme submitted as yet. | | .. | . | . | | | | | | |
| Wun | | .. | .. | . | . | . | | | | | | |

AKOLA :
The 17th April 1897. }

R. V. GARRETT, Mayor,
Offy Director of Land Records and Agriculture.

No. 674, dated Akola, the 27th April 1897.

From Major R. V. Garrett, Officiating Director of Land Records and Agriculture, Hyderabad Assigned Districts, to the Secretary to the Government of India, Department of Revenue and Agriculture.

In continuation of this office letter No. 626, dated the 17th April 1897, I have the honour to submit herewith the accompanying statements giving the supplemental information in respect of the Akola and Buldana districts for the month of March 1897, as prescribed by Appendix II. of the Famine Code.

Monthly Famine Statement E for the four weeks ending Saturday evening the 27th March 1897

| District. | Area. | Popula- tion in thousands | Affected area. | Estimated popula- tion in thousands of column 4 | NUMBERS ON RELIEF-WORKS ON LAST DAY OF MONTH | | | | | | Numbers on gratuitous relief | PRICE OF ONE OR MORE PRINCIPAL FOOD-GRAINS IN POUNDS PER RUPEE. | | |
|--------------|-------|---------------------------------|---|--|--|---------|----------|---------|----------------------|--------|---------------------------------------|--|--------|--|
| | | | | | Class A. | Class B | Class C. | Class D | Working children. | Total | | Jowari. | Wheat. | — |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 |
| Akola .. . | 2,659 | 575 | 2,659 | 575 | 1,403 | 2,511 | 1,284 | 514 | 512 | 8,756* | . | 18, 19 and 20 lbs. | | * The difference between columns 6 to 10 and column 11 is due to details for the following not having been received— Shahnur River . 1,976 Akola stone-breaking 160 Bodkha stone-break- ing 106 Khadki stone-break- ing 260 Total . 2,502 |
| Buldana .. . | 2,809 | 481,000 | No particular part of the district is affected, but the labouring classes and low castes are suffering throughout | | .. | .. | . | | | 1,590 | Not re- ported correctly | 18 | 14 | If these be added to de- tails the total will agree. |

AKOLA, }
The 27th April 1897. }

R V GARRETT, Mayor,
Officiating Director of Land Records and Agriculture

Akola District

No private relief had been afforded in the district.

Four poor-houses were opened in the district during the month.

The relief works opened out and continued were :—

Diversion of Shahnur nálla, Tank at Erandleh, Telhárá-Arsul road. Breaking stones at Akola stone quarry, Bodkha, Khadki, Kanberi, Barsi, Takli, breaking stones for Paras-Ballapur-road, breaking stones for roads in town Jalgaon and removing silt from the Janoona Tank.

The physical condition of the labourers is fair.

One death from starvation is reported. The food stock in the district is sufficient but prices are high

There were larger imports of food-grain than exports during the month.

The effect of high prices on the poorer classes remains unchanged, *i.e.*, disastrous.

The rates of wages have been paid according to the Famine Code.

Non-working children and adult dependants were not paid during the month.

Monthly Supplementary Famine Statement E I for four weeks ending Saturday evening, 27th March 1897.

| District. | Area. | Population in thousands. | Affected area. | Estimated population in thousands of column 4. | Monthly death rate. | Deaths due to starvation. | REMARKS. |
|-------------------|-------|--------------------------|--|--|---------------------|---------------------------|--|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Akola | 2,659 | 575 | 2,659 | 575 | 1,008 | 1 | |
| Buldana | 2,809 | 48,100 | No particular area is affected, but the labouring classes and low castes are suffering throughout. | | .. | 1 | The deceased was a purdesi, name and country unknown. He had wandered to Nandura when he was found and taken to hospital where he died. Nothing has been ascertained about him |

AKOLA,
The 27th April 1897.

R. V. GARRETT, Major,
Offg Director of Land Records and Agriculture.

Monthly Famine Statement F. for the four weeks ending Saturday evening, the 27th March 1897.

| District | Maximum number for whom relief is estimated to be required in case of serious famine. | NUMBERS FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS | | | NUMBERS FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT | | EXPENDITURE FROM 1ST APRIL 1896. | ADVANCES FROM 1ST APRIL UP TO END OF MONTH UNDER | | REVENUE SUSPENDED | | |
|----------------|---|--|----------------|----------------|---|-----------------|---|--|-----------------------|-------------------|-----------------------|-------------------------|
| | | Date of past programme. | On large works | On other works | On large works. | On other works. | | Date up to which amount is made up. | Rupees omitting 000s. | | Rupees omitting 000s. | |
| | | | | | | | | | Land Improvement Act. | | | Agricultural Loans Act. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Akola | 190,000 | 8th February 1897 | 5,871 | 2,885 | 4,300 | 250 | Municipal Committee, Khangaon, and District Board, 27th March 1897. | 11 | ... | 13 | ... | |
| Buldana | Not reported. | ... | . | .. | 1,000 | 3,000 | 27th March 1897. | 2 | 1 | 8 | .. | |

Column 9 does not include amount spent on works carried out by the Public Works Department.

AKOLA :
The 27th April 1897.

R. V. GARRETT, Major,
Offy. Director of Land Records and Agriculture.

No. 130, dated Hyderabad Residency, the 26th May 1897.

From Arthur F. Pinhey, Esq., C.S., Secretary for Berar to the Resident, Hyderabad, to the Secretary to the Government of India, Department of Revenue and Agriculture, Simla.

Referring to letter No. 674, dated the 27th April 1897, from the Director of Land Records and Agriculture, Hyderabad Assigned Districts, to your address, and in pursuance of the instructions conveyed in Mr. Holderness' letter No. 1104-F., dated the 21st April 1897, I am directed to submit the monthly statements relating to the Amraoti District for the month of March 1897, prescribed in the circular of the Government of India in the Department of Revenue and Agriculture, No. 5—48, dated the 2nd March 1892.

2. The report for April 1897 has had to be returned for revision, and the revised report will be submitted to the Government of India as soon as it has been received from Berar.

Monthly Famine Statement B for the four weeks ending Saturday evening, the 21th March 1897.

| District. | Area. | Popula- tion in thousands | Affected area. | Estimated popula- tion in thousands of column 4. | NUMBER ON RELIEF-WORKS ON LAST DAY OF MONTH | | | | | | Number on gratuitous relief | PRICE OF ONE OR MORE FOOD-GRAINS IN POUNDS PER RUPEE. | | |
|-----------|-------|---------------------------------|-------------------|---|---|----------|---------|---------|---------------------|-------|--------------------------------------|---|--------|----|
| | | | | | Class A. | Class B. | Class C | Class D | Working children | Total | | Jowari. | Wheat. | — |
| | | | | | 6 | 7 | 8 | 9 | 10 | 11 | | 13 | 14 | 15 |
| Amraoti | 2,759 | 655 | 2,759 | 655 | . | 553 | 928 | 4 | 428 | 1,913 | 121 | 18 | 11 | |

(Sd) R MANDUIT,

for Deputy Commissioner,

Amraoti District.

REMARKS.

- (1) Private relief; village and poor-house relief. (1) There were two Government poor-houses during the month. The poor-houses were not open during the whole month. Besides the Government poor-houses there were two so-called poor-houses kept up by private subscriptions, where cooked food was distributed. In some villages private relief was afforded.
- (2) General character of relief-works. (2) Water supply and road-making. Three relief-works were started during the month.
- (3) Physical condition of the people. (3) Generally good. Many of these coming from the surrounding districts of the Central Provinces are incapable of labour and are in receipt of gratuitous relief, both Government and private.
- (4) Food-stocks. (4) Sufficient.
- (5) Importation of grain. (5) 56,094 maunds of food-grain were imported by rail during the period. Statistics for road-borne imports not available.
- (6) General condition and prospects of affected area. (6) Famine will cease altogether after a good fall of rain.
- (7) Changes in rates of wages. (7) No change. Jowari was taken as the basis of calculation.
- (8) Deaths from starvation. (8) Not reported. Will be furnished in future returns, but probably very few, if any.

Monthly Famine Statement E-1 for the four weeks ending Saturday night, the 27th March 1897.

| District. | Area. | Population in thousands. | Affected area. | Estimated population in thousands of column 4 | Monthly death rate. | Deaths due to starvation. | REMARKS. |
|----------------|-------|--------------------------|----------------|---|---------------------|---------------------------|--|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | |
| Amraoti | 2,759 | 655 | 2,759 | 655 | 2.5 per million | Nil. | The death-rate is much below the average |

(Sd.) R. MANDUIT,
for Deputy Commissioner,
Amraoti District

Monthly Famine Statement F. for the four weeks ending Saturday evening, the 27th March 1897.

| District. | Maximum number for whom relief is estimated to be required in case of serious famine. | NUMBER FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF-WORKS. | | | NUMBERS FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT | | EXPENDITURE FROM 1ST APRIL 1897. | | | ADVANCES FROM 1ST APRIL 1897 UP TO END OF MONTH UNDER | | REVENUE SUSPENDED. |
|-----------|---|--|-----------------|-----------------|---|-----------------|-----------------------------------|------------------|----------------------|---|------------------------------|--------------------|
| | | Date of last programme | On large works. | On other works. | On large works. | On other works. | Date up to which account is made. | Rupees | | Land Improvement Act. Rs | Agriculturists Loans Act. Rs | Rupees. |
| | | | | | | | | On relief works. | On gratuitous relief | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Amraoti | 35,000 | Not known The relief-works were commenced from 1st March 1897. | 5,000 | 350 | 5,000 | 5,000 | 27th March 1897. | 3,301 | 178 | 24,725 | 1,975 | Nil. |

(Sd.) R. MANDUIT,
for Deputy Commissioner,
Amraoti District

Extract from the Proceedings of the Government of India in the Department of Revenue and Agriculture (Famine), No. $\frac{20-F}{157-1}$, dated 12th May 1897.

RESOLUTION.

The Government of India, being anxious to collate for future guidance the experience obtained during the present famine in different parts of India in the conduct of famine relief works, have decided to depute for a few weeks an officer with special qualifications to visit the provinces in which relief works are in progress, and with the permission of the several Local Governments to inspect typical works and to make such enquiries as he finds necessary. While there is no doubt that in the present famine everywhere relief operations on an immense scale have been conducted with much greater completeness and facility than on any previous occasion, the very precision and completeness of organization has in more than one province given rise to difficult problems. The two principles underlying the relief work system is on the one hand to give employment suited to their capacity to those who would otherwise starve, and on the other hand to offer no inducements to those who can otherwise support themselves to come upon the State for relief. These two principles prove difficult to reconcile in practice, and expedients have been adopted in different places which more or less involve modifications in the provincial Famine Codes, and which, so far as the Government of India have been able to ascertain, have been attended with varying degrees of success. It is desirable that these experiences should be gathered up while they are still fresh, and that difficulties in the working of the present codes which have been brought to light should be investigated by an officer placed in a position to compare the relief work systems of different provinces.

2. The officer whom the Government of India propose to depute for the purpose is Mr. T. Higham, C.I.E., Deputy Secretary to the Government of India in the Department of Public Works. Mr. Higham will use his own discretion as to the scope of his enquiry, but among the matters to which he will particularly direct his attention the following may be specified. The general character, size and permanent utility of the relief works in progress or held in reserve; the system of management and supervision adopted; the place respectively held in the scheme of relief operations by relief works managed by the Public Works Department and by relief works managed by civil officers; the sufficiency of the staff at the disposal of the Public Works Department to meet the demands upon the Department; the respective limits of the authority of the Public Works officer in charge of a relief work and of the civil officer associated with him; the character and sufficiency of the labour and other self-acting tests imposed on the relief workers; the ratio borne by the tasks exacted to the work commonly performed by labourers under ordinary conditions; the mode of classifying, and the rates of wages received by, the relief workers; the nature of the provision, by money doles or relief kitchens, made on the works for dependants and non-working children; the extent to which it has been found practicable to allow piece-work for special gangs or in special localities, and the conditions under which it has been introduced or has proved preferable to task work. As complaints have been made by railway administrations and private persons that on account of the popularity of famine relief works among the labouring classes, difficulty has been experienced by them in obtaining labour this year under ordinary contract conditions, Mr. Higham will also endeavour to ascertain whether there is any truth in these complaints, and what (if any) are the causes which give popularity to Famine Code relief works, and what precautions have been taken to prevent them from competing improperly with ordinary public works on which able bodied and efficient labourers may earn even with grain-prices at their present level a wage sufficient to support themselves and their families.

3. Mr Higham's duties will be strictly confined to those of an officer deputed by the Imperial Government to inspect, and to obtain information from Local Governments and from authorities authorised by them to communicate with him. He will not interfere in any respect with the administration of famine relief, nor will he offer advice or suggestions to Local Governments on any matter coming

under his observation except at their request. He will address his reports direct to the Government of India, but, if so requested by a Local Government he will communicate to it for information an advance copy of his report on the relief works of the province. The Government of India wish it to be clearly understood that they have complete confidence in the ability of all the Local Governments to conduct their relief system successfully and economically in accordance with the recognised principles of famine relief, and that they do not contemplate any action which would fetter Local Governments in any respect or relieve them of the responsibility placed upon them by the local Famine Codes. But the present year is the first in which the rules for the conduct of relief works formulated on the report and recommendations of the Famine Commission have been put to practical test on a large scale simultaneously in all parts of India, and in which a comparison of their actual working in different provinces can be effectively made. Having regard to the magnitude of the operations now in progress and to the fact that the expenditure on famine relief works approaches 50 lakhs of rupees a month, the Governor-General in Council considers that the collection of information by an officer specially qualified is highly desirable and feels sure that Local Governments will gladly afford him all facilities in the matter.

4. Mr. Higham's deputation will commence on his arrival in Bombay on the 15th of the month, on return from privilege leave. It will be convenient that he should visit the relief works in the Bombay Presidency before proceeding to the Upper Provinces, and he accordingly has been directed to report himself on arrival to the Government of Bombay. He has also been instructed to communicate the dates of his tour in advance to the several Governments.

ORDER.—Ordered that a copy of this Resolution be forwarded to Mr. T Higham, C.I.E., Deputy Secretary to the Government of India, Public Works Department, for information and guidance and to the Local Governments and Administrations noted in the margin for information.

| | | | | |
|---|---|---|---|----------------------|
| Secretary to the Government of Madras | " | " | " | Bombay |
| " | " | " | " | Bengal |
| " | " | " | " | the N.W.P. and Oudh. |
| " | " | " | " | the Punjab |
| " | " | " | " | Burma. |
| Chief Commissioner of Central Provinces | " | " | " | |
| Resident at Hyderabad. | " | " | " | |

Ordered also that copy be forwarded to the Foreign, Finance, and Public Works Departments, for information.

By order,

T. W. HOLDERNESS,

Depty. Secy. to the Government of India.

Famine, No. 28, Simla, the 28th April 1897.

Letter from His Excellency the Governor-General of India in Council, to the Right Honourable Lord George F. Hamilton, Her Majesty's Secretary of State for India.

MY LORD,

In continuation of our Despatch No. 15 (Famine), dated the 17th March 1897, we have the honour to forward returns of the mortality in each Province in which distress exists. The returns show the monthly death-rates up to the end of February for all Provinces excepting Madras and the Berars. From the two Provinces last named the special return for February is still due.

2 In our telegrams of the 16th and the 23rd April we have already, in accordance with Your Lordship's request, reported the mortality in January and February of those districts in which the rate is much in excess of the normal.

We now enclose, for Your Lordship's information copy of a letter* from the Chief Commissioner of the Central Provinces regarding the high death-rate of some of the districts in that Province. The Chief Commissioner is unable at present to

*No. 6380, dated 15th April 1897

assign any special reason for the very high mortality in the Jubbulpore district, especially in the Murwara sub-division, beyond the fact that distress is there more intense than in any other part of the province. In accordance with our instructions a special inquiry is being made by the district authorities in communication with the Sanitary Commissioner, with a view of separating the deaths of residents of the district from those of wanderers and of ascertaining the particular registration circles in which mortality has been exceptionally heavy. As exaggerated statements as to the number of deaths occurring in India in the present season of distress not unfrequently appear in the public press it may be well to point out that the population of the Murwara Tahsil is only 173,000, of the entire Jubbulpore District 758,000, and of the Mandla District 339,000. An extraordinarily high death-rate, in a small area for a portion of the year does not imply so great a destruction of life throughout India through distress as is sometimes assumed. We do not in any way seek to minimise the concern with which exceptional mortality in any area however small should be viewed, but we think that the relative proportion of things is sometimes lost sight of. In spite of wide prevailing scarcity and distress the present monthly death-rate of British India as a whole shows little excess over the normal.

3. In the concluding paragraph of the Chief Commissioner's letter in which it is stated that the scheme of relief operations in the Murwara sub-division of the Jubbulpur District has been revised with a view to reach every part of the area, we may mention that besides strengthening the Civil, the Medical and the Public Works staff, we have placed at the disposal of the Chief Commissioner the services of twelve commissioned military officers to aid the civil authorities of the more distressed districts in the work of inspection and the superintendence of relief-works and gratuitous village relief. This form of assistance has been found to be of the utmost value both in the Central Provinces and in the North-Western Provinces and Oudh, and we are prepared to at once increase the number of officers deputed to the Central Provinces should the Chief Commissioner think that more could be usefully employed. He considers that at present the staff at his disposal is in all respects sufficiently strong, and that adequate measures of relief have been taken in all the distressed districts. We believe that this is the case and we do not consider that the existence of a high rate of mortality in a district necessarily indicates that the relief arrangements are insufficient. In the North-Western Provinces and Oudh, where from the first a very powerful staff has been at the disposal of the Local Government, where communications are excellent and all other circumstances are favourable, and where relief has been administered with the utmost completeness and thoroughness, the death-rate of several districts has been persistently above 50 per mille per annum, and this high rate is held by the Lieutenant-Governor to be sufficiently explained by the exceptional character of the year and by the severity of the distress which the Government is striving by all the means at its command to mitigate. In the Central Provinces the difficulties of the situation are very much greater. It is not only a question of organising relief but of inducing the people to avail themselves of it. The population is sparse in many parts and the areas to be explored by the relief officer large and difficult of access. The wilder tribes are prone to wander and to subsist on unwholesome food. Much of the excess mortality in the Central Provinces has occurred in poor-houses and in relief centres, to which exhausted wanderers congregate or are consigned by the police and the relief officers. Immigration from Native States has now, it is reported, been greatly stopped, but in the past this has also swelled the poor-house population and the mortality of poor-houses and relief centres. A good deal has also been done to induce the wild forest tribes to come to the relief-works, and to accept other forms of relief. For these reasons we are disposed to think that the mortality may diminish in the immediate future, though should it continue, we should not consider that it necessarily implied a failure on the part of the administration. We have, as we have already said, taken the utmost care to satisfy ourselves that all that can be done to relieve the unavoidable privations of the people is being done by the Chief Commissioner and his officers.

We have the honour to be,
 (Signed) ELGIN,
 &c., &c.

(ENCLOSURES WITH THE ABOVE.)

No. 638-C., dated Pachmarhi, the 15th April 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture

In continuation of my letter No. 476-C, dated the 25th March 1897, I am directed to submit a statement, received from the Sanitary Commissioner, showing the mortality statistics of the Central Provinces for the month of February 1897. The delay which has occurred in the submission of this statement, and which the Chief Commissioner regrets, has been partly due to the necessity for scrutinizing some of the very high figures reported.

2. The Murwara registering circle (the Murwara tahsil of the Jubbulpore District) again shows by far the highest death-rate, the excess over the normal being 14.0, and over last month's figure 5.9. Mandla also, and the remainder of the Jubbulpore District, show large excesses over the normal figure, though in the case of Jubbulpore there has been no increase over the rate reported for January. Seoni, Balaghat, Saugor and Damoh all show high rates, though in all four the rates are below those of January. In all these latter districts, however, the distress is, it is well known, acute, and the rates are not higher than might be expected under the circumstances. As regards the first three, I am to say that in Mandla no less than 363 deaths occurred from cholera, and that if these be deducted the death-rate falls to 5.4 per mille. In this district, one of the most severely distressed in the Provinces, the administration of relief is, owing to the large area to be dealt with, the imperfect means of communication, the scattered population, and the shy and suspicious character of the aboriginal tribes, particularly difficult.

3. There remain the two registering circles forming the Jubbulpore District. In these also cholera has been present, but not to an extent that would appreciably affect the figures. The Chief Commissioner is not at present in a position to assign any special reason for the very high mortality in this district beyond the fact that the distress there is undoubtedly more intense than in any other part of the Provinces. But I am to submit, for the information of the Government of India, copy of my letter No. 581-C, dated the 9th April 1897, from which it will be seen that a special enquiry, as suggested in your letter No. 904—26-11-F, dated the 24th March 1897, has been ordered. I am further to say that the Murwara tahsil has recently been visited by the Commissioner and the scheme of relief operations thoroughly revised with a view to reach every part of the area, and that Mr. Lyall hopes to visit it himself before the end of the current month.

No. 581-C., dated the 9th April 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Commissioner, Jubbulpore Division.

With reference to paragraph 6 of Mr. Anderson's summary of the district reports accompanying the monthly Famine statements A and B for the Jubbulpore Division for February last, in which he deals with the mortality of each district in January as a whole, and the deaths specially ascribed to privation in particular, I am directed to forward an extract (paragraph 3) from a letter No. 904—26-11-F., dated the 24th March 1897, from the Government of India, in the Revenue and Agricultural Department, in which they ask that some further enquiry should be made into the high death-rate prevailing in the Jubbulpore District in January.

2. The recent instructions (conveyed in Mr. Priest's circular No. 1400, dated the 4th March, subsequently revised and supplemented on the 31st March) regarding the return of mortality in distressed districts will have supplied full information for each reporting circle for the month of March; but the Chief Commissioner thinks that the enquiry now ordered should include, not only the

month of January, but also that of February as well. The enquiry should be made in communication with the Sanitary Commissioner. The returns of each circle should be examined, and the deaths for each classified by clauses as in the usual monthly statements; but in addition to the details thus given, those regarding deaths in poor-houses and those ascribed to want of food, as set forth in paragraph 4 of circular No. 1400, should be reported

3. It will, the Chief Commissioner hopes, be found possible to distinguish deaths of wanderers from those of the resident station house population; and in the case of deaths in poor-houses to distinguish (a) immigrants from Native States, (b) immigrants from the North-Western Provinces, and (c) immigrants from other Central Provinces districts from deaths of residents of the district. These details should all be ascertainable from the poor-house registers. Whether in the case of relief centres this information can be given the Chief Commissioner does not know; but if it can it should be. Any additional temporary establishment that may be needed for the purpose of abstracting and compiling this information may be entertained as you may find necessary.

4. The results of the enquiry should be laid before the Sanitary Commissioner, who will favour the Chief Commissioner with any observations upon them resulting from his examination, as desired by the Government of India. I am to request that the matter may be taken in hand as soon as possible.

Statement showing the death-rate for the month of February and ten previous years.

| District, | Death-rate per mille for the month of February 1897 | Average death-rate per mille for ten previous years | Excess over normal | Total deaths from starvation | REMARKS |
|-----------------------|---|---|--------------------|------------------------------|---|
| Jubbulpore Division | Sangor . | 49 | 27 | 22 | Complete and reliable information not available Steps have been taken to obtain these statistics in future |
| | Damoh . | 43 | 25 | 18 | |
| | Jubbulpore | 69 | 21 | 48 | |
| | Murwara | 165 | 25 | 140 | |
| | Mandla .. | 71 | 20 | 51 | |
| | Seoni . | 44 | 19 | 25 | |
| Nerbudda Division. | Narsinghpore | 40 | 23 | 17 | |
| | Hoshangabad | 32 | 27 | 5 | |
| | Nimar .. | 33 | 27 | 6 | |
| | Barhanpore .. | 20 | 22 | — 2 | |
| | Betul . | 35 | 25 | 1 | |
| | Chhindwara | 21 | 22 | — 1 | |
| Nagpur Division. | Balaghat | 48 | 17 | 31 | |
| | Bhandara . | 26 | 17 | 9 | |
| | Nagpur ... | 18 | 21 | — 3 | |
| | Wardha .. | 17 | 25 | — 8 | |
| | Chanda .. | 17 | 20 | — 3 | |
| Chhattisgarh Division | Raipur ... | 22 | 18 | 4 | |
| | Bilaspur | 39 | 17 | 22 | |
| | Sambalpur .. | 19 | 21 | — 2 | |

(Famine, No. 33) Simla, the 18th May 1897.

From the Government of India to the Secretary of State for India.

MY LORD,

In paragraph 8 of Your Lordship's Revenue Despatch No. 10, dated 15th January 1897, you wrote as follows :—

"I agree in your view, which was that expressed by the Famine Commission, that the trade as a whole can supply the food demand better and more effectively than Government could, and if reliance is placed on the trade, its operations, so long as they are effective, must not be subjected to competition by Government agency. No doubt careful watch will be kept by your Government, not only on the food supply generally, but its local distribution. The area in India possessing a surplus of food is unhappily not so extensive this year as it was in 1876-77."

Subsequently you enquired, in your telegram dated 3rd February 1897, what our latest information was as to the food-stocks of India, and what measures we contemplated in case we were not satisfied that they were both sufficient for any probable emergency, and capable of timely distribution. To this enquiry we sent a brief telegraphic reply on the 6th February 1897. But the subject is one of such capital importance that we think it right to lay the facts and our views in the matter before Your Lordship with greater fullness than is possible in a telegram. We need hardly assure you that it is also one which has for many months past engaged our anxious attention.

2. As regards the internal distribution of such supplies as are in the country, we feel no anxiety whatever. Nothing has been more striking in the development of the present famine than the manner in which advantage has been taken by private trade of the improved railway communications, the promptitude with which grain has been moved from one part of the country to another in response to local fluctuation of prices, and the practical uniformity of rates which consequently prevails over the whole of Northern and Central India, the rates current in the most severely distressed tracts differing but little from those prevailing in neighbouring districts where no failure of crops has taken place. There are no doubt isolated localities to which, owing to the existence of special local conditions, this general rule does not apply. But they are not so numerous or so extensive as to present any serious difficulty in dealing with them. We have already, in

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our letter to the Bengal Government, of which we enclose a copy, and which has been communicated to Local Governments for information and guidance, laid down the circumstances under which interference with private enterprise is allowable and necessary, and have given the provincial authorities full discretion to take such action as may be requisite. We believe that they are fully alive to the importance of the subject; and already in several instances which have come to our notice steps have been taken to supplement in special localities the deficient activity of the local traders. We have arranged for the collection and publication of weekly figures showing the exports and imports of food-grains and pulses by rail and river for every district in India; and under the circumstances already explained, any sudden rise of prices materially above the rates prevailing in surrounding districts would at once attract attention, as indicating a failure of the local machinery of supply.

3. The problem of estimating the extent and sufficiency of the general food-stocks of the country as a whole is far more difficult. Estimates of production and consumption, when applied to an infinite variety of conditions, must necessarily be of the roughest description; and it is practically impossible to obtain reliable statistics of the actual stores of grain which are held at any moment by the people. Any attempt on the part of Government to institute a formal and detailed inquiry on the point would not only tend to the true facts being carefully concealed and misleading information supplied, but would also create apprehension in the minds of native traders as to the intended action of Government, which would probably have the most disastrous results. At the same time, a very fair idea of the general sufficiency of stocks may be arrived at by quiet but persistent local enquiry, by watching the course of trade and prices, and by consulting the great dealers who have means of ascertaining the facts which we do not possess, and who will not misunderstand the object of our questions. Of

these sources of information we have availed ourselves to the full, and shall continue to do so; and the general conclusion at which we have arrived is that the existing food-stocks, replenished by the spring harvest which is now entering the market, and supplemented, as they have been, from the surplus rice-stocks of Lower Burma, will certainly suffice to carry us through until the next autumn harvest, with a considerable margin in hand. If the grain traders of the country believed that it was entirely dependent on the next autumn harvest for its food from autumn to spring, not only would prices, in the face of so grave a risk, be very greatly higher than they are at present, but there could be none of that tendency to fall, which is now apparent in all the great provinces of India, except Bengal.

4 The grounds on which we base this conclusion may be briefly summarised as follows:—

In the Punjab the stocks in hand before the ingathering of the autumn harvest of 1896 were computed by the Director of the Land Records Department to be enough to carry the province over till the middle of April 1897. Since that estimate was made the autumn harvest has been returned at two-thirds of an average yield, regard being had both to the restricted sowings and to the exceptionally poor yield in many parts of the province, and this yield has been computed to have provided additional food for the population for about three months. Detailed statistics of the area under cold weather crops in the province in 1896-97 have not yet reached us, but approximate estimates show that in many districts the area under crop represents a very considerable proportion of the normal area, and that owing to timely rainfall in March and April the harvest in the northern districts is better than was at one time expected. Our latest information is that as the new grain finds its way into the market from the threshing floors prices are now falling throughout the province. As the food-grain production in the Punjab is in ordinary years largely in excess of the requirements of the province, as shown by a net average export of 500,000 tons a year, it may be reasonably inferred that last year's autumn harvest and the present spring harvest, added to the stocks existing in September last, will not only suffice for the requirements of the province till the next autumn harvest is reaped, but will leave a considerable margin for export to other provinces.

5. In the North-Western Provinces and Oudh the outturn of the cold weather crop just harvested is estimated, regard being had both to condition and area sown, at two-thirds of the normal. This will represent at least four months' food-supply for the population of the province. The province, which in ordinary years produces, according to the returns of imports and exports, a moderate food-grain surplus, has during the last two years been importing, and is still importing, from other provinces. But even before the harvesting of this year's cold weather crop considerable food-stocks were believed to exist with grain-dealers, and with agriculturists in the fertile canal districts. It may therefore be inferred that, with the addition made to those stocks by the present harvest, there will be sufficient food in the province as a whole till the next rain crop. The Government of the North-Western Provinces and Oudh has no anxiety on this head. It may be mentioned that since January last the imports of Burma rice into the Bundelkhand Districts and into Southern Oudh have been on a large scale. For the four months ending the 30th April 75,000 tons, or food-supply for $1\frac{1}{2}$ millions of persons for the period, have been so imported, and the monthly famine reports show that Burma rice is largely sold in the relief camps and has made its way into the village bazaars. This may indicate the exhaustion of local food-stocks in the particular districts of the province where the import has been largest, and we believe that up to the recent harvest this was the case. But it also indicates that other districts outside this distressed area have not been drawn upon to supply this deficiency from their reserves to the same extent as they would if private trade had not resorted to Burma.

6. In Bengal the yield of the great rice crop of the province has been very poor. The crop, including both the autumn and the winter rice, occupies about 40 million acres, and in ordinary years represents over 20 million tons of cleaned rice. In the present season the yield on a somewhat smaller area is returned by the Agricultural Department at 9 million tons, the deficiency below the normal

being put at no less than 11 million tons. The agricultural returns of Bengal are less reliable than those of other provinces, and it is possible that the rice crop has been somewhat better than is reported. But whether this be the case or not, all the evidence before us tends to prove the existence of considerable stocks of rice in the country, apart from the winter crop of 1896-97 which in any event must represent several months' food-supply. Burma rice has been steadily imported into Behar since January last, the total imports for the four months ending the 30th April aggregating 45,000 tons and representing food for three-quarters of a million of the population for that period. This has undoubtedly helped to steady prices in the affected districts. Throughout Behar the cold weather crops of wheat, barley and peas, which were harvested in March and April last, were fully up to the average, though owing to the dryness of the soil in October the area sown was below the normal. Allowing for deficiency in area the outturn has been returned at two-thirds of the average. Though these crops are relatively of less importance in the province of Bengal as a whole than in any other province, still they occupy the not inconsiderable area of ten million acres, and in particular districts—notably in South Behar and in the Bhagulpur Division—they represent one-third or one-fourth of the total food crop area. In these districts, since the new grain has come into the market, wheat is selling at 9 and 10 seers the rupee and barley at 13 and 14. These are considerably easier prices than ruled in November last.

7 In the Central Provinces the Chief Commissioner reports that though, as compared with the past, food-stocks have been considerably depleted, reserves still exist in the richer districts, and that the province as a whole is fairly well supplied. The best estimates which we can form of the effect of the recent cold-weather harvest on existing stocks is that it added to them about three months' food-supply for the total population of the province. The question is complicated by the fact that in some districts rice and other rain crops are almost exclusively grown, while in others wheat forms the staple crop. But this is a matter of distribution rather than of actual supply.

8. With regard to Madras and Bombay, the defect below the normal of the earlier and later crops of 1896-97 is undoubtedly large in the affected districts of the Dekkhan and the Carnatic. But the population is comparatively sparse, and the harvests elsewhere in Bombay and Sindh and in the southern districts of Madras have been good. Both in Bombay and Madras trade is active, and no apprehension as to a failure of food-supplies has been expressed by either Government. The question has received special attention in the former province, and Mr. Muir-Mackenzie, the Director of Land Records, in a series of notes has carefully examined the case of each district in the light of the harvests of the years immediately preceding the present scarcity, and the returns of grain imports and exports. His conclusion is that in the two years immediately preceding the present scarcity the surplus unexported production of the Dekkhan and Carnatic districts represented eight months' food-supply for the population of those districts. To this must be added the reserves which must have existed at the beginning of these two years of good harvests. On these figures a harvest yield in 1896-97 of only one-fifth of the average would sufficiently supplement the accumulated stocks to feed the population till the next crop is ready in the autumn of the present year. The returns of rail-borne traffic in the Bombay Presidency appear to support the view that considerable local stocks exist, and that the imports which arrive from Guzerat and Sind are for storage at certain centres rather than for immediate consumption. These imports are on a small scale compared with the imports into the same districts in 1877.

9. As to the food-supplies of Native States, it is not possible to speak with precision. But the populations of the affected areas are not dense, and outside the affected areas prospects are good.

10. Burma this year has an exceptionally large rice crop, the surplus available for export being estimated at $1\frac{1}{2}$ million tons. Our information is that the European demand for Burma rice is not excessive, and that 600,000 tons of the surplus crop still remain in Burma. Up to date nearly 300,000 tons have been imported into India. During April the imports have fallen off, and it may be conjectured that for the present the up-country traders, especially in places

where the cold weather crops are now coming into market, find themselves sufficiently stocked with the staple, or are looking for a fall in prices in Burma

11. Apart from the above data, more or less specific in character, we attach importance to the general attitude of the trade, and to the stationary character of prices where they are not actually falling. The markets are not excited, nor are there any indications of attempts on the part of traders to buy up food-grains extensively for storage, or of unwillingness to sell. Among the cultivating class grain is to some extent being held up in view of a possible continuance of scarcity, and to this is partly attributed the slowness of prices to yield in those parts of the country where the cold weather harvest has been good. But the trade anticipates that they must come down, and in Northern India sales of wheat and barley for forward delivery are being made at rates lower than those at present prevailing. In North Behar, where fears of the failure of food-supplies were expressed some time ago, the markets are now reported to be sufficiently supplied. The trade may be right or wrong in the view it takes that between now and the setting in of the monsoon rains prices will tend downwards and not upwards, and that stocks will meet all requirements till the autumn crops mature in the usual course. But our belief is that the trade is well informed and that it correctly interprets the situation.

It must not be overlooked that export of food-grains from India to foreign countries has for months past virtually ceased, and that great economy is being everywhere exercised under the pressure of high prices by nine-tenths of the population.

12. Thus we are, to use Your Lordship's words, "satisfied that the food-stocks in India are both sufficient for any probable emergencies, and capable of timely distribution." There is indeed an emergency which, though we have every reason to believe it improbable, is not beyond the range of possibility; and that is the failure of the next monsoon rains, and therefore of the autumn harvest, over a considerable portion of the country. We are not able to speak with confidence as to the sufficiency of the general food-stocks were this emergency to arise. In such an event, the very diffusion of surplus supply and equalisation of prices to which we have already alluded, and which, so long as the sum total of food is sufficient, relieve us of anxiety as to its local distribution, might constitute a real danger; for instead of prices rising suddenly and alarmingly in those places where the local supply was first exhausted, and thus constituting a danger signal which could not escape notice, the local deficiency would be temporarily made up from the already scanty stocks of other parts of India, and the eventual failure of supplies would tend to be more or less general and simultaneous over the whole face of the country. If again, the nature of the season declared itself from the first, and prices at once rose to a point at which importation became profitable, and therefore active, two clear months would be available before the time at which the autumn crops would ordinarily be reaped, and up to which their failure could not affect the stocks of the country. If, however, as in 1896, the failure occurred at the end, instead of at the beginning of the monsoon, the time available for importation would be seriously curtailed. Even in that event, however, a four anna crop over the whole country (which is a much lower average than that of last year) would add to what remained from present stocks a supply equivalent to perhaps two months' consumption; so that it seems hardly possible that, even in the worst event, failure of supplies should come upon us so suddenly that foreign supplies could not be brought into the country in the ordinary course of trade.

13. We have considered the expediency of so far departing from our attitude of absolute non-interference with the grain-trade as to import our own supplies for the population collected on the relief works, or at least to hold a reserve of grain sufficient in the event of a sudden collapse of private trade to feed the population on relief for two or three months. The relief workers and other persons receiving gratuitous aid in India now number more than 3 millions, and in the most distressed districts the proportion borne by the persons relieved by the State to the total population exceeds 10 per cent, and in exceptional cases rises to 30 per cent. In these districts the local food-stocks are smallest, and it has been urged that the Government by its relief system has intensified the scarcity and has

raise prices against that portion of the population which has not come on to the works, and that therefore it ought to undo this evil by itself importing grain from a distance and supplying the relief camps. It has also been urged that the success of the present relief system is entirely dependent on food being everywhere purchasable by the persons relieved, that the system would cease to work if the monsoon again failed and dealers refused to sell, and that as an obvious precaution the Government should hold in reserve sufficient grain to feed the relief workers for two or three months. Our reply to the first suggestion is that, as a matter of fact, the food-supplies for relief camps are already being drawn from a distance by the energy and resource of private trade. We have mentioned above that during the last four months the imports of rice from Burma into the North-Western Provinces and Oudh have been more than sufficient to feed the entire army of relief workers in the provinces, and there is no doubt that these imports have been undertaken by private traders in direct connection with the relief camps, in reliance upon the certain market which they find there. We could not have done more than the trade has done to relieve the strain upon local stocks, and we should have done it much less effectively and much more expensively than the trade, and we should have imposed a most serious additional burden on our already overworked officers. As to the second and alternative suggestion our preliminary objection is on the score of expense. We are asked to increase our famine expenditure by possibly two crores of rupees as an insurance against an improbable contingency, with the knowledge that if the contingency does not arise we shall, by having bought in a dear and by being obliged to sell in a cheap market, lose half the money we have expended. This is a weighty, though by no means an insuperable, objection. But the real objection, in our judgment, is that any action on our part of this kind would do more harm than good, by making the trade distrustful, by introducing an unknown element into its calculations, and by creating an artificially low level of prices. However clearly we defined our intentions, the trade would be always apprehensive that the Government reserves would be poured on to the market, or that the Government would step by step be driven to extend its operations. We need not discuss the point at length as we find a close parallel in the circumstances which led the Government of India in 1877 to prohibit the Government of Madras from laying in reserves of grain during the famine of Southern India. We concur in the arguments contained in Lord Lytton's Despatch No. 36, dated 22nd September 1877, to the Secretary of State for India, in which the question at issue between the two Governments and the reasons which led the Government of India to condemn the policy of holding a reserve of grain are fully discussed.

14. In short, we are strongly and deliberately of opinion that, even in the worst conceivable emergency, so long as trade is free to follow its normal course, we should do far more harm than good by attempting to interfere. The task of supplying a deficiency in the general food-stocks of India is one which would tax severely the utmost resources of mercantile enterprise, and any amount of grain that we might be able to purchase (and, what is far more difficult, to find storage for) as direct importers, would be but an insignificant fraction of the whole requirements; while we believe that, owing to the uncertainty and apprehension which our action would inspire and to the abnormal rise in prices which the appearance in foreign markets of a wealthy Government as a purchaser would probably create, we should, for every ton which we imported ourselves, prevent, or at least postpone, the importation of many tons by private merchants. So again, as soon as the trade is convinced that the course of prices will render import profitable, import will follow as a matter of course; and for us to grant a bounty on imported grain, or to guarantee a minimum price, would be to set our own opinion as to the sufficiency of stocks and the future of prices against the opinion of those who alone are in possession of reliable information on the subject. The former at any rate of these two courses is also open to the objection that it would amount to relieving the whole population of India at the public expense without the exaction of any test. This, however, is a mere question of economy, which it would be proper to set aside if men's lives were in the balance. But there is the further and more serious objection, that unless it was definitely understood that no such assistance or inducement would be forthcoming, the trade might postpone action in the hope of forcing the hands of Government. The

intervention in specific localities which, following the Famine Commission, we recognise may be necessitated by local circumstances, is justified only by the fact that the machinery of local trade is insufficient and that the task of superseding it is not beyond the resources of Government. Neither of these considerations is applicable to India as a whole; and we therefore submit, for Your Lordship's consideration, that so long as trade is free to follow its normal course, and so far as regards the general food-supply of the country as a whole, no circumstances could apparently arise under which our intervention would not be harmful rather than beneficial.

(Signed)

ELGIN,
&c., &c.

Statement showing numbers of persons on relief works and in receipt of gratuitous reliefs in the districts affected by scarcity in India.—(District details)

| No. | Name of Province and District. | Area. | Population | FOR THE WEEK ENDING THE 17TH JULY 1897 | | | | | | | | GRAND TOTAL. |
|--|--------------------------------|---------------|-------------------|--|---------------|----------------|----------------------|----------------|-------------------------------|--------------------------------|----------------|----------------|
| | | | | RELIEF WORKS | | | Number on test works | Total on works | GRATUITOUS AND SPECIAL RELIEF | | | |
| | | | | Workers. | Depend-ants | Total. | | | Poor-houses or kitchens | Village doles and other relief | Total | |
| <i>Madras</i> | | | | | | | | | | | | |
| 1 | Cuddapah .. | 8,723 | 1,271,072 | 85,870 | 2,849 | 88 719 | | 88 719 | 2,768 | 23,147 | 26,915 | 114 634 |
| 2 | Kurnool .. | 7,514 | 817 811 | 101,362 | 4 670 | 108 132 | | 106,142 | 7,047 | 31,734 | 38,781 | 144,913* |
| 3 | Bellary .. | 5,713 | 880 950 | 127,539 | 5 868 | 135,508 | | 135,508 | 5,416 | 19,268 | 22,684 | 156,192 |
| 4 | Anantapur .. | 5,461 | 727 725 | 60,287 | 3 223 | 44,810 | 1,199 | 32,610 | 657 | 10,321 | 75 731 | 121,717† |
| 5 | Ganjam .. | 8,869 | 1 890,803 | 35 466 | 247 | 85,713 | | 36,912 | 7,801 | 77,204 | 84,905 | 47,141* |
| 6 | Vizagapatam .. | 17,242 | 2 802,992 | 22 440 | 2,058 | 24 483 | | 24,483 | 11,070 | 11,588 | 22,658 | 13,977 |
| 7 | Godavari .. | 7,857 | 2,078 782 | 9,739 | | | | 9,739 | | 4,288 | 4,288 | |
| | Total Madras .. | 60,879 | 10,477,135 | 442,893 | 19,011 | 461,904 | 1,199 | 463,103 | 32,559 | 176,643‡ | 209,202 | 672,306 |
| <i>Bombay</i> | | | | | | | | | | | | |
| 1 | Bijapur .. | 5,668 | 796,339 | 71,303 | 10,968 | 82,731 | | 82,731 | 783 | 14,474 | 15,257 | 97,988 |
| 2 | Sholapur .. | 4,542 | 750,889 | 87,706 | 20,761 | 88 407 | | 88 467 | 126 | 9,251 | 9,377 | 97,824 |
| 3 | Ahmednagar .. | 6,589 | 888,765 | 68,558 | 16,776 | 70,344 | | 70,344 | 679 | 19 663 | 11 342 | 81,676 |
| 4 | Poona .. | 8,352 | 1 057,800 | 7,097 | 1 590 | 8,537 | | 8,517 | | 10 850 | 10,950 | 19,567 |
| 5 | Nasik .. | 5 940 | 848,582 | 12,085 | 5,056 | 17,140 | | 17,140 | | 1,500 | 1,400 | 18,640 |
| 6 | Satara .. | 4,987 | 1,225,909 | 10 842 | 1,892 | 12,524 | | 12,524 | | 1,130 | 1,130 | 13,654 |
| 7 | Khandesh .. | 9,945 | 1,434,716 | 11,756 | 3,466 | 15,222 | | 15,222 | | | | 15,222 |
| 8 | Belgaum .. | 4,652 | 1,013,261 | 10,493 | 1,623 | 12,116 | | 12,116 | | 723 | 723 | 12 839* |
| 9 | Dharwar .. | 4,603 | 1,051,314 | 652 | | 652 | | 652 | | 730 | 730 | 1 382 |
| 10 | Ratnagiri .. | 3,922 | 1,105,926 | | | | | | | | | |
| 11 | Kolaba .. | 2,129 | 594,872 | | | | | | | | | |
| | Total Bombay .. | 58,327 | 10,773,248 | 245,982 | 61,821 | 307,803 | | 307,803 | 1,588 | 49,401 | 50,989 | 368,792 |
| <i>Bengal</i> | | | | | | | | | | | | |
| 1 | Champanan .. | 3,531 | 1 869,465 | 39 809 | 2,331 | 41 640 | | 41 640 | 1,479 | 75,668 | 77,147 | 118,787 |
| 2 | Shahabad .. | 4,378 | 9,063,397 | 2,145 | 569 | 2,714 | | 2 714 | 1,006 | 19 638 | 20,635 | 25,347 |
| 3 | Nada .. | 2,798 | 1,544,108 | 26,802 | | 26,802 | | 26,802 | | 65,141 | 65,141 | 90,944 |
| 4 | Patna .. | 3,075 | 1,796,004 | | | | | | 178 | 48 | 224 | 224 |
| 5 | Khulna .. | 2 077 | 1 177,552 | 857 | | 857 | | 857 | 706 | 10 508 | 11,212 | 12,069* |
| 6 | Saran .. | 2,656 | 2,467,477 | 16,120 | 1,498 | 17 618 | | 17,618 | 410 | 49,888 | 50 298 | 67,916 |
| 7 | Darbhanga .. | 3,835 | 2,801,905 | 119,883 | 8,673 | 128,556 | 1,224 | 129,780 | 7,294 | 88 889 | 96,183 | 225,965 |
| 8 | Muzaffarpur .. | 3,004 | 2,711,445 | 88,345 | 1,159 | 40,094 | | 40 094 | 600 | 75,817 | 76,417 | 119,511 |
| 9 | Rajshahi .. | 2,329 | 1,313 986 | | | | | | | 8,901 | 6,901 | 6,901 |
| 10 | Bhagalpur .. | 4,226 | 2,082,696 | 911 | | 911 | | 911 | | 10,942 | 10,942 | 10,942 |
| 11 | Falgun .. | 4,912 | 598,770 | 1,736 | | 1 736 | | 1,736 | | 2 359 | 2,359 | 4,094 |
| 12 | Manbhum .. | 4,147 | 1,938,328 | | | | | 8,328 | 1,375 | 6 004§ | 7,379 | 18,707 |
| 13 | Pabna .. | 1,839 | 1,361,228 | | | | | 1,816 | 1,815 | | 605 | 2 420 |
| 14 | Murshidabad .. | 2,143 | 1,250,946 | 4,331 | | 4,331 | | 4,331 | 4,931 | 3,757 | 3,757 | 8,088 |
| 15 | Hasaribagh .. | 7,021 | 1,164,321 | 1,455 | | 1,455 | 902 | 2,357 | 3,565 | 1,468 | 5,083 | 7,390 |
| 16 | Puri .. | 2,472 | 944,998 | 3,211 | | 3,211 | | 3,211 | | 796 | 796 | 4,007* |
| 17 | Sonthal Pargannas .. | 5,470 | 1,754 196 | 2,013 | 9 | 2,021 | | 2,021 | | 865 | 865 | 2,886 |
| 18 | Bankura .. | 2,621 | 1 069 668 | 1,414 | | 1,414 | 96 | 1,510 | | 10,121 | 10,121 | 11,631 |
| 19 | Singhbhum .. | 3 753 | 546 488 | 89 | | 89 | | 89 | | | | 89 |
| 20 | Lohardaga .. | 7,132 | 1,128 885 | 623 | | 623 | | 623 | | 948 | 918 | 1,571 |
| | Total Bengal .. | 71,909 | 30,877,248 | 258,172 | 14,239 | 272,411 | 12,366 | 284,776 | 16,610 | 432,461 | 449,061 | 733,837 |
| <i>North-Western Provinces and Oudh.</i> | | | | | | | | | | | | |
| 1 | Agra .. | 1,856 | 1,008,796 | 28 994 | 2,354 | 31 548 | | 31,548 | 1,224 | 6,013 | 7 237 | 38,785 |
| 2 | Etawah .. | 1,694 | 737 639 | 1,398 | | 1,398 | | 1,398 | 129 | 8 601 | 3,750 | 5 124 |
| 3 | Banda .. | 3,061 | 705 833 | 149,098 | 25,844 | 173,942 | | 172,942 | 2,921 | 43 670 | 46,591 | 219,533 |
| 4 | Cawnpore .. | 2,366 | 1,200,009 | 509 | 46 | 555 | | 555 | 1,861 | 8 692 | 10,553 | 11,108 |
| 5 | Hamirpur .. | 2,389 | 513,720 | 3,776 | 4,018 | 27,794 | | 27,794 | 3,804 | 17 866 | 21,670 | 49,464 |
| 6 | Allahabad .. | 2 833 | 1,548 737 | 35 618 | 9 734 | 45,249 | | 45,249 | 4,829 | 56,032 | 60,861 | 106,103 |
| 7 | Jhansi .. | 3,587 | 683,619 | 7,939 | 1,055 | 8,394 | | 8,394 | 5,115 | 19,709 | 23,824 | 31,216 |
| 8 | Jaloun .. | 1,477 | 396,361 | 29 468 | 8 676 | 38,144 | | 38,144 | 1,937 | 21,237 | 23,174 | 61,368 |
| 9 | Jaunpur .. | 1,561 | 1,304,949 | 14,775 | 1,769 | 16,484 | | 16,484 | 836 | 18,215 | 18,051 | 35,535 |
| 10 | Gorakhpur .. | 4,596 | 3,394,057 | 12 439 | | 12,439 | | 12,439 | 996 | 16,051 | 17,046 | 29,48* |
| 11 | Lucknow .. | 977 | 774 163 | 38,143 | 4,728 | 32,871 | | 32,871 | 1,502 | 23,629 | 25,111 | 58 002 |
| 12 | Unao .. | 1,736 | 933,686 | 11,062 | 3,373 | 14,445 | | 14,435 | 674 | 16,395 | 17,069 | 31 504 |
| 13 | Rae Bareilly .. | 1 752 | 1,036 331 | 12,602 | 3,629 | 16,231 | | 16,231 | 4,432 | 12,178 | 16 610 | 32,841 |
| 14 | Hardoi .. | 2,246 | 1,113,211 | 53 261 | 13 944 | 67,145 | | 67,195 | 2,187 | 45,894 | 48,081 | 115,376 |
| 15 | Mirzapur .. | 5,243 | 1,161 508 | 11,788 | 2,783 | 14,571 | | 14,671 | 2,499 | 19,151 | 21 644 | 36 215 |
| 16 | Amargarh .. | 3,147 | 1,728 625 | 6,018 | | 6,018 | | 6,018 | 1,081 | 18 474 | 19,555 | 35,570 |
| 17 | Fatehpur .. | 1,631 | 699,157 | 2,080 | 732 | 2,812 | | 2,812 | 1,214 | 7,908 | 9,022 | 11,834 |
| | Carried over .. | | | 428,265 | 80,813 | 509,070 | | 509,070 | 35,134 | 354,566 | 384,799 | 898,869 |

* Incomplete.

† Besides 8 634 on semindari works.

‡ Includes 33,280 weavers relieved at their own trade.

§ Includes 611 cotton workers.

¶ Includes 33,856 relieved from the Indian Charitable Relief Fund. There were also 3,261 relieved from the fund in one district not mentioned above.

Statement showing numbers of persons on relief works and in receipt of gratuitous relief in the districts affected by scarcity in India—(District details)—contd

| No. | Name of Province and District. | Area. | Population | FOR THE WEEK ENDING THE 17TH JULY 1907 | | | | | | | | | |
|--------------------------|--|--------|------------|--|--------------|---------|----------------------|----------------|-------------------------------|---------------------------------|-----------|--------------|--|
| | | | | RELIEF WORKS. | | | Number on test works | Total on works | GRATUITOUS AND SPECIAL RELIEF | | | GRAND TOTAL. | |
| | | | | Workers. | Depend-ants. | Total. | | | Poor-houses or Kitchens. | Village doles and other relief. | Total. | | |
| | Brought forward (Districts under observation, but not yet officially recognised as distressed) | | | 428,255 | 80,815 | 509,070 | | 509,070 | 35,134 | 354,665 | 389,799 | 898,869 | |
| 1 | Sitapur | 2,206 | 1,075,413 | | | | 269 | 269 | 165 | 5,422 | 5,587 | 5,856 | |
| 2 | Bijnor | 1,870 | 794,070 | | | | 714 | 714 | 920 | 543 | 1,463 | 2,177 | |
| 3 | Moradabad | 2,303 | 1,179,898 | | | | 2,749 | 2,749 | 866 | 2,253 | 8,119 | 5,468 | |
| 4 | Barilly | 1,591 | 1,040,949 | | | | 1,859 | 1,859 | 139 | 1,448 | 1,637 | 3,476 | |
| 5 | Muttra | 1,457 | 713,421 | | | | 3,224 | 3,224 | 190 | 4,503 | 4,693 | 7,917 | |
| 6 | Etah | 1,737 | 702,063 | | | | | | 134 | 1,887 | 2,021 | 2,021 | |
| 7 | Mainpuri | 1,697 | 762,163 | | | | | | 89 | 804 | 893 | 893 | |
| 8 | Farukhabad | 1,719 | 863,687 | | | | 32 | 32 | 404 | 3,218 | 3,222 | 3,644 | |
| 9 | Budaun | 1,985 | 925,598 | | | | | | 270 | 270 | 270 | 270 | |
| 10 | Shahjahanpur | 1,744 | 918,551 | | | | 248 | 213 | 1,163 | 4,026 | 5,179 | 6,422 | |
| 11 | Pilibhit | 1,373 | 485,168 | | | | 1,770 | 1,770 | 127 | 3,434 | 3,561 | 5,337 | |
| 12 | Kheri | 2,993 | 908,615 | | | | 2,041 | 2,041 | 148 | 148 | 2,189 | 2,189 | |
| 13 | Sultanpur | 1,701 | 1,075,851 | | | | 657 | 657 | 599 | 2,169 | 2,768 | 3,425 | |
| 14 | Farukgarrh | 1,458 | 910,895 | | | | 174 | 174 | 879 | 4,010 | 4,889 | 5,063 | |
| 15 | Fyzabad | 1,707 | 1,214,959 | | | | | | 889 | 3,761 | 4,650 | 4,650 | |
| 16 | Benares | 1,009 | 921,948 | | | | | | 221 | 11,857 | 12,078 | 12,078 | |
| 17 | Gonda | 2,819 | 1,459,329 | | | | | | 561 | 559 | 1,120 | 1,120 | |
| 18 | Besaz | 2,763 | 1,785,844 | | | | 202 | 202 | 641 | 2,578 | 3,219 | 3,421 | |
| 19 | Bara Banki | 1,703 | 1,180,906 | | | | | | 479 | 1,085 | 1,564 | 1,564 | |
| | Total N-W P & O | 76,867 | 37,375,879 | 428,255 | 80,815 | 509,070 | 13,920 | 522,990 | 44,058 | 408,222 | 452,280 | 975,270† | |
| <i>Punjab</i> | | | | | | | | | | | | | |
| 1 | Hissar | 5,217 | 776,006 | 54,325 | 5,939 | 60,864 | | 60,864 | 592 | 7,493 | 8,075 | 68,989 | |
| 2 | Rohtak | 1,797 | 590,475 | 5,587 | 1,238 | 6,985 | | 6,985 | 2,248 | 2,248 | 9,233 | 9,233 | |
| 3 | Gurgaon | 1,954 | 658,833 | | | | | | | | | | |
| 4 | Delhi | 1,200 | 638,839 | 1,170 | 561 | 1,731 | | 1,731 | 946 | | 946 | 2,677 | |
| 5 | Karnal | 2,640 | 683,718 | 2,263 | 11 | 2,274 | | 2,274 | | 1,330 | 1,310 | 3,604 | |
| 6 | Umballa | 2,540 | 1,035,427 | 421 | | 421 | | 421 | | 709 | 709 | 1,130 | |
| 7 | Ferozepur | 4,302 | 286,676 | 690 | | 690 | | 690 | | | | 690 | |
| 8 | Mooltan | 6,079 | 631,434 | | | | | | | | | | |
| 9 | Lahore | 3,711 | 1,075,379 | | | | | | | | | | |
| 10 | Gujrat | 2,051 | 780,875 | | | | | | | | | | |
| 11 | Ludhiana | 1,453 | 648,722 | | | | | | | | | | |
| 12 | Bawalpindi | 4,850 | 387,194 | | | | 58 | 58 | | | | 58 | |
| | Total Punjab | 37,934 | 9,281,524 | 65,156 | 7,809 | 72,365 | 58 | 73,023 | 1,538 | 11,770 | 13,308 | 86,331 | |
| <i>Central Provinces</i> | | | | | | | | | | | | | |
| 1 | Saugor | 4,007 | 591,743 | 23,572 | 2,841 | 26,413 | | 26,413 | 6,070 | 7,649 | 13,719 | 40,132 | |
| 2 | Damoh | 2,831 | 425,613 | 40,796 | 6,571 | 47,367 | | 47,367 | 1,723 | 11,606 | 13,329 | 60,696 | |
| 3 | Jabalpur | 3,948 | 748,146 | 31,101 | 3,101 | 34,202 | | 34,202 | 4,210 | 20,315 | 24,525 | 58,727 | |
| 4 | Mandla | 5,047 | 339,373 | 10,199 | 1,507 | 11,706 | | 11,706 | 765 | 3,089 | 3,854 | 15,560 | |
| 5 | Seoni | 3,206 | 730,767 | 7,303 | 1,078 | 8,381 | | 8,381 | 1,080 | 2,224 | 3,254 | 11,635 | |
| 6 | Narsinghpur | 1,916 | 367,026 | 24,337 | 3,266 | 27,603 | | 27,603 | 2,467 | 4,908 | 7,375 | 34,976 | |
| 7 | Hoshangabad | 4,749 | 529,945 | 27,792 | 5,388 | 33,180 | | 33,180 | 1,214 | 2,974 | 4,188 | 37,368 | |
| 8 | Nimar | 3,357 | 253,486 | 127 | | 127 | | 127 | 249 | 661 | 910 | 1,037 | |
| 9 | Betul | 3,824 | 323,136 | 10,797 | 152 | 10,949 | | 10,949 | 259 | 1,735 | 2,047 | 12,996 | |
| 10 | Chhindwara | 4,630 | 407,494 | 15,311 | 1,589 | 16,900 | | 16,900 | 593 | 2,066 | 2,659 | 19,449 | |
| 11 | Nagpur | 3,831 | 757,862 | 12,827 | 2,783 | 15,610 | | 15,610 | 2,300 | 391 | 2,691 | 18,301 | |
| 12 | Chanda | 10,749 | 497,610 | 7 | | 7 | | 7 | | | | 7 | |
| 13 | Bhandara | 3,968 | 742,850 | 19,544 | 3,494 | 23,038 | | 23,038 | 899 | 6,247 | 7,146 | 50,184 | |
| 14 | Raisen | 3,139 | 589,311 | 95,851 | 8,975 | 44,826 | | 44,826 | 857 | 9,314 | 10,166 | 54,992 | |
| 15 | Ranpur | 11,724 | 1,584,477 | 38,183 | 6,846 | 45,231 | | 45,231 | 5,289 | 10,072 | 15,361 | 60,592 | |
| 16 | Bilaspur | 8,341 | 1,164,158 | 38,143 | 5,079 | 43,222 | | 43,222 | 6,501 | 42,591 | 49,092 | 92,314 | |
| 17 | Sambalpur | 4,948 | 796,413 | 845 | 51 | 896 | | 896 | | | | 896 | |
| 18 | Wardha | 2,428 | 400,854 | 4,167 | 41 | 3,208 | | 3,208 | | | | 3,208 | |
| | Total Central Provinces | 86,643 | 10,784,394 | 340,104 | 52,762 | 392,366 | | 392,366 | 34,961 | 125,893 | 160,254 | 553,120† | |
| <i>Burma.</i> | | | | | | | | | | | | | |
| 1 | Meiktila | 3,000 | 206,650 | | | 3,168 | | 3,168 | | 1,704 | 1,704 | 9,872 | |
| 2 | Myingyan | 3,737 | 351,411 | | | 11,763 | | 11,763 | | 3,312 | 3,312 | 15,075 | |
| 3 | Yamethin | 5,550 | 217,011 | | | | | | | 305 | 305 | 305 | |
| | Total Burma | 12,287 | 775,072 | | | 13,931 | | 13,931 | | 5,321 | 5,321 | 25,252 | |
| | GRAND TOTAL—Carried over | | | | | | | 2,064,492 | | | 1,840,415 | 3,404,907 | |

* Includes 67,439 relieved from the Indian Charitable Relief Fund.

† Exclusive of 13,630 on relief works of Family Domains of the Maharaja of Benares.

‡ There were also 64,953 persons employed on railway and other private works.

Statement showing numbers of persons on relief works and in receipt of gratuitous relief in the districts affected by scarcity in India—(District details)—concl'd

| No | Name of Province and District. | Area. | Population | FOR THE WEEK ENDING THE 17TH JULY 1897 | | | | | | | | GRAND TOTAL |
|----|----------------------------------|---------|-------------|--|------------|--------|----------------------|----------------|-------------------------------|--------------------------------|-----------|-------------|
| | | | | RELIEF WORKS | | | Number on test works | Total on works | GRATUITOUS AND SPECIAL RELIEF | | | |
| | | | | Workera | Dependents | Total | | | Poor-houses or kitchens | Village doles and other relief | Total | |
| | Brought forward .. | ... | | | | | | 2,064,492 | | | 1,340,415 | 3,404,907 |
| | <i>Berar</i> | | | | | | | | | | | |
| 1 | Akola .. | 2,659 | 574,782 | | | 12,003 | | 12,008 | 1,682 | 2,761 | 4,449 | 16,451 |
| 2 | Basim .. | 2,956 | 398,181 | | | 698 | | 698 | 226 | 176 | 402 | 1,100 |
| 3 | Elichpur .. | 2,623 | 815,798 | | | | | (not reported) | | | | |
| 4 | Amrota .. | 2,759 | 665,645 | | | | | | | | | |
| 5 | Buldana .. | 2,809 | 481,021 | | | 2,233 | | 2,233 | 1,060 | 524 | 1,584 | 3,817 |
| 6 | Wun .. | 3,911 | 471,613 | | | 6,221 | | 6,221 | | 1,418 | 1,418 | 7,639 |
| | Total Berar .. | 17,717 | 2,897,040 | | | 21,160 | | 21,160 | 2,968 | 4,879 | 7,847 | 29,007 |
| | <i>Hyderabad</i> | | | | | | | | | | | |
| 1 | Gulbarga .. | 4,064 | 649,258 | | | | | | | | | |
| 2 | Raichur .. | 3,661 | 512,455 | | | 12,498 | | 12,498 | | | | 12,498 |
| 3 | Naldurg .. | 4,010 | 649,272 | | | | | | | 845 | 845 | 845 |
| 4 | Lingsagar .. | 4,907 | 620,014 | | | | | | | 516 | 516 | 516 |
| 5 | Bir .. | 4,460 | 642,722 | | | | | | | | | |
| 6 | Mahbubnagar .. | 6,497 | 874,649 | | | | | | | 102 | 102 | 102 |
| | Total Hyderabad.. | 27,699 | 3,748,370 | | | 12,498 | | 12,498 | 1,468 | 1,463 | 1,463 | 13,956 |
| | <i>Central India</i> | | | | | | | | | | | |
| 1 | Bundelkhand .. | 11,323 | 1,737,806 | | | 26,606 | | 26,606 | | 6,018 | 6,018 | 92,624 |
| 2 | Baghelkhand .. | 25,846 | 3,482,351 | | | 34,373 | | 34,373 | | 4,983 | 4,983 | 39,356 |
| 3 | Gwalior .. | 10,227 | 1,508,053 | | | 13,008 | | 13,008 | | 11,068 | 11,068 | 40,076 |
| | Total Central India | 47,396 | 6,728,010 | | | 73,987 | | 73,987 | | 22,069 | 22,069 | 102,056 |
| | <i>Rajputana.</i> | | | | | | | | | | | |
| 1 | Marwar .. | 34,363 | 2,519,868 | | | 5,689 | | 5,689 | | 1,311 | 1,311 | 7,000 |
| 2 | Dholpur .. | 1,154 | 379,890 | | | 1,955 | | 1,955 | | 1,457 | 1,457 | 3,412 |
| 3 | Bikanir .. | 32,310 | 832,000 | | | 4,595 | | 4,595 | | 1,806 | 1,806 | 6,401 |
| 4 | Jaisalmir .. | 16,062 | 115,500 | | | 1,289 | | 1,289 | | 354 | 353 | 1,612 |
| 5 | Kotah .. | 3,794 | 326,262 | | | | | | | | | |
| 6 | Bharatpur .. | 1,982 | 640,308 | | | | | | | 392 | 392 | 392 |
| 7 | Tonk .. | 1,113 | 198,314 | | | 1,944 | | 1,944 | | 2,603 | 2,603 | 4,547 |
| 8 | Doon .. | | | | | | | | | 8 | 8 | 8 |
| 9 | Bundi .. | 2,220 | 295,675 | | | | | | | 307 | 307 | 307 |
| | Total Rajputana | 83,618 | 5,408,432 | | | 16,442 | | 16,442 | | 8,237 | 8,237 | 23,679* |
| | GRAND TOTAL FOR ALL PROVINCES .. | 581,176 | 129,136,347 | | | | | 2,193,574 | | | 1,380,031 | 3,573,605 |

NOTE.—The total area and total population of each district in which any relief operations are in progress are given in this statement though in many cases distress is confined to a small area of the district.

The date at the head of the table is the date of the *Gazette of India* in which the Provincial totals were published. The figures however actually show the numbers on relief on the preceding Saturday. All previous returns should be read subject to a similar correction.

* Besides 8,767 on ordinary work.

Special death-rate return for districts in which distress exists or the existence of distress is apprehended

| Districts. | NOVEMBER 1896. | | | DECEMBER 1896 | | | JANUARY 1897 | | | FEBRUARY 1897 | | | MARCH 1897. | | | APRIL 1897 | | | MAY 1897 | | |
|-------------------------------|----------------|-------------------------------|-------------------------|---------------|-------------------------------|-------------------------|----------------|-------------------------------|-------------------------|---------------|-------------------------------|-------------------------|-------------|-------------------------------|-------------------------|-------------|-------------------------------|-------------------------|-------------|-------------------------------|-------------------------|
| | Death rate. | Average in 10 previous years. | Deaths from starvation. | Death rate. | Average in 10 previous years. | Deaths from starvation. | Death-rate. | Average in 10 previous years. | Deaths from starvation. | Death-rate. | Average in 10 previous years. | Deaths from starvation. | Death-rate. | Average in 10 previous years. | Deaths from starvation. | Death-rate. | Average in 10 previous years. | Deaths from starvation. | Death-rate. | Average in 10 previous years. | Deaths from starvation. |
| | | | | | | | MADRAS. | | | | | | | | | | | | | | |
| | Per annum | | | Per annum | | | Per annum | | | Per annum | | | Per annum | | | Per annum. | | | Per annum | | |
| Kurnool .. | 14.6 | 23.9 | . | 15.7 | 26.1 | .. | 14.7 | 23.3 | . | 12.0 | 20.5 | ... | 13.7 | 23.2 | | 14.5 | 26.4 | . | 20.1 | 25.2 | |
| Cuddapah .. | 16.1 | 23.4 | . | 21.3 | 24.6 | ... | 21.0 | 22.1 | | 15.5 | 17.4 | . | 14.8 | 19.8 | | 15.3 | 21.7 | .. | 20.9 | 20.8 | ... |
| Bellary .. | 15.7 | 20.0 | .. | 17.1 | 20.3 | | 16.7 | 19.3 | ... | 13.9 | 17.8 | | 16.2 | 21.9 | | 18.6 | 23.8 | ... | 21.5 | 22.6 | ... |
| Anantapur .. | 17.0 | 19.4 | | 15.8 | 20.4 | . | 18.3 | 18.3 | .. | 14.2 | 14.8 | .. | 13.7 | 18.2 | | 14.7 | 19.9 | | 18.2 | 20.2 | ... |
| Ganjam* | | .. | | | | | 28.0 | 15.8 | ... | 28.8 | 14.3† | . | 35.7 | 16.3† | | | .. | | .. | .. | ... |
| Vizagapatam* | | | | | | | 18.1 | 20.8 | . | 16.8 | 15.9† | | 20.6 | 14.8† | | 19.6 | 13.5 | | 15.1 | 15.5 | ... |
| Bhadrachalam (Godavari Dist.) | | .. | | .. | | | 23.4 | 46.8 | ... | 13.1 | 33.5 | . | 20.1 | 37.1 | | 33.0 | 33.3 | | 54.1 | 35.4 | ... |
| | | | | | | | BOMBAY. | | | | | | | | | | | | | | |
| | Per month. | | | Per month | | | Per month | | | Per month. | | | Per month. | | | Per month | | | Per month | | |
| Ahmednagar .. | 2.13 | 2.67 | . | 2.12 | 2.34 | . | 1.92 | 2.16 | ... | 1.77 | 1.85 | ... | 2.07 | 2.10 | Nil | 2.63 | 2.44 | . | 3.32 | 2.65 | ... |
| Khandesh .. | 2.34 | 2.64 | .. | 2.36 | 2.65 | . | 2.26 | 2.69 | ... | 1.99 | 2.15 | ... | 2.52 | 2.71 | Do. | 3.00 | 3.11 | .. | 2.95 | 3.02 | .. |

* Owing to the fluctuation in the population for which returns are received in these districts it has not been found possible to estimate the present population, and consequently the rates have been calculated
† Average of five non-famine years. (a) Increase chiefly due to prevalence of cholera and smallpox. (b) Increased death-rate is due to cholera and smallpox

Special death-rate return for districts in which distress exists or the existence of distress is apprehended—continued

| Districts. | NOVEMBER 1896 | | | DECEMBER 1896 | | | JANUARY 1897 | | | FEBRUARY 1897 | | | MARCH 1897 | | | APRIL 1897 | | | MAY 1897 | | |
|---------------|-------------------------|------------------------------|-------------------------|---------------|------------------------------|------------------------|--------------|------------------------------|-------------------------|---------------|------------------------------|-------------------------|-------------|------------------------------|------------------------|-------------|------------------------------|------------------------|-------------|------------------------------|------------------------|
| | Death rate | Average in 10 previous years | Deaths from starvation. | Death-rate | Average in 10 previous years | Deaths from starvation | Death-rate | Average in 10 previous years | Deaths from starvation. | Death-rate | Average in 10 previous years | Deaths from starvation. | Death-rate. | Average in 10 previous years | Deaths from starvation | Death-rate. | Average in 10 previous years | Deaths from starvation | Death-rate. | Average in 10 previous years | Deaths from starvation |
| | Bombay—continued | | | | | | | | | | | | | | | | | | | | |
| | Per month | | | Per month | | | Per month | | | Per month. | | | Per month | | | Per month | | | Per month. | | |
| Nasik | 3 29 | 2 96 | | 3 28 | 2 83 | | 3 26 | 2 89 | ... | 2 54 | 2 35 | .. | 2 9 | 2 73 | Nil | 3 19 | 3 07 | | 3 23 | 2 96 | |
| Poona | 1 97 | 2 39 | .. | 2 20 | 2 35 | | 2 39 | 2 13 | . | 2 85 | 1 70 | | 3 89† | 1 99 | Do. | 2 91 | 2 35 | | 2 59 | 2 57 | |
| Satara .. | 2 18 | 2 53 | . | 2 27 | 2 37 | | 1 93 | 2 13 | | 1 70 | 1 80 | .. | 2 38 | 2 07 | Do | 3 72 | 2 25 | . | 7 12 | 2 70 | |
| Sholapur .. | 1 80 | 2 67 | | 1 81 | 2 48 | .. | 1 82 | 2 17 | | 1 82 | 1 85 | | 2 59 | 2 | Do. | 3 75 | 2 34 | | 4 12 | 2 59 | |
| Belgaum . | 2 02 | 2 13 | | 2 42 | 2 16 | .. | † | 1 97 | | 2 63 | 1 95 | | 3 44 | 2 28 | Do | 4 32 | 2 44 | | 5 23 | 2 85 | |
| Bijapur . | 1 80 | 2 22 | | 1 96 | 2 05 | . | † | 1 72 | | 1 94* | 1 57 | .. | 2 57 | 1 93 | Do | 3 22 | 2 33 | | 6 37 | 2 72 | |
| | BENGAL. | | | | | | | | | | | | | | | | | | | | |
| Patna .. | (a) 2 11 | 2 62 | Nil | 1 93 | 2 27 | Nil | 1 50 | 1 67 | 1 | 1 36 | 1 45 | Nil | (1) 2 70 | 1 73 | Nil | | | | | ... | |
| Shahabad | (b) 1 89 | 3 10 | Do. | 1 97 | 2 58 | Do | 1 96 | 1 96 | Nil | 1 88 | 1 55 | Do | (2) 2 70 | 1 64 | Do | 2 37 | 2 9 | Nil | 2 54 | 2 58 | |
| Saran ... | (c) 2 65 | 2 31 | Do | 2 41 | 2 25 | Do. | 1 92 | 1 72 | Do | 1 86 | 1 54 | Do | (3) 2 48 | 1 63 | Do | 1 96 | 2 12 | Do | 2 15 | 2 60 | |
| Champaran ... | (d) 3 22 | 2 66 | Do | 2 84 | 2 64 | Do | 2 20 | 1 97 | Do | 2 36 | 1 62 | Do | (4) 3 03 | 1 80 | Do | 2 15 | 2 34 | Do | 2 40 | 3 06 | |

| | | | | | | | | | | | | | | | | | | | | | | | |
|------|------------------|-------------|------|------|------|------|------|------|------|------|------|------|------|-------------|------|------|------|-------|------|------|------|------|-----|
| 1895 | Muzafarpur ... | (e) 2.59 | 2 50 | Do. | 2 37 | 2 35 | Do. | 1 83 | 1 76 | Do. | 1 90 | 1 55 | Do. | (5) 2 61 | 1 83 | Do. | 1 99 | 2 86 | Do. | 2 20 | 4 49 | ... | |
| | Darbhanga ... | (f) 2 3 | 2 12 | Do. | 3 1 | 2 17 | Do. | 1 6 | 1 69 | Do. | 1 4 | 1 50 | Do. | (6) 2 2 | 1 86 | Do. | 1 8 | 2 75 | Do. | 2 06 | 4 10 | .. | |
| | Palamau ... | ... | 2 44 | 2 52 | Do. | 2 19 | 2 38 | Do. | 1 75 | 1 84 | Do. | 1 73 | 1 79 | Do. | 2 14 | 2 39 | Do. | 1 73 | 2 67 | Do. | 2 43 | 2 58 | ... |
| | Manbhum ... | ... | 1 51 | 1 45 | Do. | 1 95 | 1 60 | Do. | 1 41 | 1 34 | Do. | 1 4 | 1 45 | Do. | 2 46 | 1 92 | Do. | 2 09§ | 2 67 | Do. | 3 27 | 2 63 | ... |
| | Hazaribagh .. | ... | 2 49 | 2 48 | Do. | 2 54 | 2 45 | Do. | 1 77 | 1 95 | Do. | 1 72 | 1 80 | Do. | 2 44 | 2 31 | Do. | 2 18 | 2 91 | Do. | 2 86 | 2 62 | ... |
| | Lohardugga . | ... | 2 04 | 1 70 | Do. | 2 26 | 1 72 | Do. | 1 84 | 1 51 | Do. | 1 69 | 1 51 | Do. | 2 19 | 1 99 | Do. | 1 61 | 2 51 | Do. | 1 9 | 2 47 | .. |
| | Nadia ... | ... | 2 34 | 4 05 | Do. | 2 46 | 4 55 | Do. | 1 87 | 2 98 | Do. | 1 91 | 2 25 | Do. | 3 15 | 2 95 | Do. | 3 37¶ | 4 06 | Do. | 2 44 | 2 77 | ... |
| | Khulna ... | ... | 3 79 | 3 26 | Do. | 3 69 | 3 99 | Do. | 3 12 | 2 87 | 1 | 2 30 | 1 90 | Do. | 3 41 | 2 39 | Do. | 2 74 | 2 81 | Do. | 2 01 | 1 98 | . |
| | Puri ... | ... | 1 53 | 2 34 | Do. | 2 23 | 2 95 | Do. | 2 49 | 2 80 | Nil | 2 07 | 2 38 | Do. | 2 68 | 2 53 | Do. | 2 36 | 2 53 | Do. | 2 98 | 2 36 | |
| | Bhagalpur .. | ... | 2 1 | 3 10 | Do. | 2 07 | 2 83 | Do. | 1 7 | 2 17 | Do. | 1 6 | 1 82 | Do. | .. | 2 44 | Do. | .. | 2 83 | Do. | 2 1 | 2 94 | . |
| | Bonthal Parganas | ... | 1 40 | 1 43 | Do. | 1 44 | 1 48 | 1 | 1 13 | 1 19 | Do. | 1 02 | 1 11 | Do. | 1 67 | 1 52 | Do. | 1 71 | 1 93 | Do. | 1 86 | 1 92 | .. |
| | Murshidabad ... | ... | .. | 3 63 | . | .. | 3 40 | .. | 1 85 | 2 44 | Do. | 1 82 | 2 08 | Do. | 2 75 | 2 78 | Do. | 2 55 | 3 60 | Do. | 2 71 | 2 71 | .. |
| | Bankura ... | ... | ... | .. | . | .. | .. | .. | .. | .. | ... | ... | ... | .. | .. | .. | ... | .. | .. | .. | 2 87 | 2 29 | .. |
| | | | | | | | | | | | | | | | | | | | | (g) | | | |

* Four small village returns wanting

† Not reported † Includes city in which plague prevailed
§ Exclusive of Thana Barnbhum, for which figures not yet received.

¶ Death-rate for April 1896, 3 28
(g) The deaths from cholera were far more numerous during May 1897 compared with the corresponding month in 1894, 1895, and 1896

| November 1895 | December 1895 | January 1896 | February 1896 |
|---------------|---------------|--------------|---------------|
| (a) 2 82 | 2 98 | 2 19 | 3 13 |
| (b) 2 24 | 2 42 | 1 83 | 2 46 |
| (c) 2 48 | 2 94 | 2 29 | 2 98 |
| (d) 2 85 | 3 78 | 2 55 | 2 90 |
| (e) 2 67 | 3 25 | 2 48 | 3 25 |
| (f) 2 31 | 3 08 | 2 25 | 2 74 |

| April 1896 | |
|-------------------------------|--------------|
| (1) Not returned | |
| (2) Death rate for March 1896 | 3 47 1 93 |
| (3) Do do | 2 92 2 24 |
| (4) Do do | 3 80 2 46 |
| (5) Do do | 3 56 3 42 |
| (6) Do do | 4 05 3 6 |

NOTE - Mortuary registration has much improved in Bengal during the last five years, and an average rate struck on the figures for 10 years innoorrectly represents the actual average mortality
NOTE - The average death-rate from April has been calculated for the last five years (1892-96).

Special death-rate return for districts in which distress exists or the existence of distress is apprehended—continued.

| Districts | NOVEMBER 1896 | | | DECEMBER 1896 | | | JANUARY 1897 | | | FEBRUARY 1897 | | | MARCH 1897 | | | APRIL 1897 | | | MAY 1897. | | |
|--|---------------|------------------------------|-------------------------|---------------|-------------------------------|-------------------------|--------------|------------------------------|------------------------|---------------|------------------------------|------------------------|-------------|-------------------------------|------------------------|-------------|-------------------------------|-------------------------|-------------|-------------------------------|-------------------------|
| | Death rate | Average in 10 previous years | Deaths from starvation. | Death-rate | Average in 10 previous years. | Deaths from starvation. | Death-rate. | Average in 10 previous years | Deaths from starvation | Death-rate | Average in 10 previous years | Deaths from starvation | Death-rate. | Average in 10 previous years. | Deaths from starvation | Death-rate. | Average in 10 previous years. | Deaths from starvation. | Death-rate. | Average in 10 previous years. | Deaths from starvation. |
| NORTH-WESTERN PROVINCES AND OUDH. | | | | | | | | | | | | | | | | | | | | | |
| <i>I.—Distressed Districts.</i> | Per month | | | Per month | | | Per month | | | Per month. | | | Per month. | | | Per month. | | | Per month | | |
| Agra . . . | 2 23 | 2 88 | . | 2 31 | 2 89 | .. | 2 11 | 2 45 | . | 1 72 | 2 04 | ... | 1 95 | 2 24 | .. | 2 05 | 2 62 | Nil | 2 61 | 2 77 | . |
| Etawah . . . | 2 14 | 3 12 | . | 2 38 | 2 77 | . | 2 71 | 2 34 | .. | 2 01 | 2 13 | ... | 2 22 | 2 29 | . | 2 65 | 2 26 | Do. | 2 80 | 2 52 | ... |
| Cawnpore . . | 2 37 | 3 52 | . | 2 82 | 3 32 | . | 2 86 | 2 49 | .. | 2 47 | 2 16 | . | 2 77 | 2 37 | .. | 2 90 | 2 71 | Do. | 2 83 | 3 06 | . |
| Lalitpur .. . | ... | .. | . | .. | .. | .. | .. | .. | .. | 4 84 | 2 40 | .. | . | . | .. | ... | ... | Do | . | .. | ... |
| Fatehpur . . . | 2 80 | 4 30 | .. | 4 66 | 3 87 | . | 6 36 | 2 82 | .. | . | ... | ... | 2 86 | 2 47 | ... | 4 45 | 2 44 | Do. | 4 03 | 3 05 | .. |
| Banda ... | 4 39 | 3 43 | . | 4 71 | 3 26 | .. | 5 10 | 2 50 | .. | 4 81 | 2 22 | ... | 5 09 | 2 11 | .. | 5 23 | 1 88 | Do. | 4 73 | 2 82 | ... |
| Hamirpur .. . | 6 13 | 4 44 | .. | 5 35 | 3 52 | .. | 5 03 | 2 78 | ... | 3 64 | 2 39 | ... | 3 38 | 2 18 | .. | 2 15 | 2 10 | Do. | 2 97 | 2 87 | .. |
| Allahabad... . | 2 08 | 3 22 | ... | 3 34 | 2 80 | ... | 3 55 | 2 17 | ... | 3 48 | 1 93 | ... | 5 40 | 2 21 | .. | 4 41 | 2 47 | Do. | 2 98 | 2 90 | . |
| Jhansi . . . | 5 86 | 3 75 | . | 5 29 | 3 24 | . | 4 92 | 2 73 | . | 4 16 | 2 42 | . | 3 73 | 2 63 | .. | 2 59 | 2 78 | Do. | 2 73 | 2 97 | . |
| Jalaun . . . | 3 01 | 4 24 | .. | 3 29 | 3 68 | .. | 3 29 | 2 78 | . | 2 75 | 2 49 | 1 | 3 09 | 2 36 | .. | 2 62 | 2 32 | Do | 2 34 | 2 97 | ... |
| Mirzapur . . . | 2 23 | 2 97 | . | 2 95 | 2 66 | . | 3 99 | 2 14 | .. | 3 80 | 1 81 | ... | 4 86 | 2 26 | . | 4 82 | 2 93 | Do | 3 97 | 3 10 | .. |
| Jaunpur . . . | 1 84 | 2 67 | .. | 2 22 | 2 27 | .. | 2 30 | 1 79 | .. | 2 25 | 1 59 | ... | 3 23 | 1 97 | .. | 3 86 | 2 72 | Do. | 3 15 | 2 79 | .. |
| Gorakhpur ... | 2 38 | 2 91 | .. | 2 82 | 2 68 | ... | 3 26 | 2 89 | . | 2 84 | 1 67 | .. | 2 69 | 1 76 | 1 | 2 57 | 2 28 | Do. | 2 11 | 2 87 | ... |

| | | | | | | | | | | | | | | | | | | | | | |
|---|------|------|-----|------|------|-----|------|------|-----|------|------|-----|------|------|-----|------|------|----|------|------|----|
| Azamgarh | 1 84 | 2 90 | ... | 2 32 | 2 43 | ... | 2 97 | 1 83 | ... | 2 75 | 1 48 | .. | 2 71 | 1 76 | .. | 2 60 | 2 28 | Do | 2 22 | 2 56 | . |
| Lucknow | 2 25 | 3 72 | .. | 3 20 | 3 04 | .. | 3 87 | 2 41 | .. | 3 33 | 2 12 | .. | 3 80 | 2 43 | . | 3 91 | 3 18 | Do | 3 41 | 3 40 | .. |
| Unao | 1 73 | 3 04 | ... | 2 59 | 2 62 | .. | 3 63 | 2 20 | ... | 3 31 | 1 81 | ... | 3 86 | 2 20 | .. | 3 52 | 2 83 | Do | 3 08 | 3 31 | .. |
| Rai Bareilly | 2 37 | 3 01 | .. | 3 71 | 3 30 | .. | 4 81 | 2 50 | .. | 4 38 | 2 00 | .. | 5 42 | 2 24 | . | 5 21 | 2 74 | Do | 4 01 | 3 59 | .. |
| Sitapur | 2 63 | 3 53 | .. | 2 61 | 2 80 | . | 2 52 | 2 19 | . | 2 50 | 1 87 | .. | 2 49 | 2 04 | . | 3 68 | 2 80 | Do | 3 39 | 3 03 | .. |
| Hardoi | 2 76 | 3 40 | . | 3 49 | 2 57 | .. | 4 39 | 2 05 | .. | 4 0 | 1 66 | .. | 4 71 | 1 89 | .. | 5 27 | 2 41 | Do | 3 51 | 2 72 | .. |
| Bara Banki | 1 66 | 3 12 | .. | 2 13 | 2 98 | ... | 2 15 | 2 39 | .. | 1 95 | 2 06 | .. | 1 66 | 2 39 | . | 3 11 | 3 13 | Do | 3 36 | 4 24 | . |
| <i>II — Districts under observation</i> | | | | | | | | | | | | | | | | | | | | | |
| Dehra Dun | 2 40 | 2 01 | .. | 2 09 | 1 99 | . | 2 29 | 1 83 | .. | 1 85 | 1 78 | .. | 1 69 | 1 80 | .. | 2 04 | 2 63 | Do | 2 40 | 2 93 | .. |
| Muttra | 2 29 | 3 30 | .. | 2 17 | 3 05 | ... | 1 83 | 2 60 | ... | 1 29 | 2 23 | .. | 1 31 | 2 12 | . | 1 75 | 2 66 | Do | 1 78 | 2 54 | . |
| Farrukhabad | 2 50 | 3 43 | .. | 2 81 | 3 19 | . | 2 89 | 2 63 | ... | 2 69 | 2 35 | .. | 3 26 | 2 59 | . | 3 72 | 2 96 | Do | 3 44 | 2 84 | . |
| Mainpuri | 2 27 | 2 18 | . | 2 67 | 2 71 | . | 2 39 | 2 15 | .. | 1 90 | 1 87 | .. | 2 02 | 1 81 | .. | 2 39 | 2 16 | Do | 2 21 | 2 07 | . |
| Etah | 2 54 | 3 03 | . | 2 22 | 3 01 | ... | 2 53 | 2 53 | ... | 2 36 | 2 16 | .. | 2 75 | 2 20 | ... | 3 25 | 2 68 | Do | 3 01 | 2 81 | . |
| Bareilly | 6 07 | 4 21 | .. | 4 55 | 3 33 | . | 3 57 | 2 36 | .. | 2 90 | 1 84 | .. | 2 48 | 2 05 | .. | 3 01 | 2 35 | Do | 2 78 | 2 79 | . |
| Bijnor | 3 53 | 3 94 | . | 3 51 | 3 45 | .. | 3 48 | 2 83 | . | 2 36 | 2 12 | . | 3 32 | 2 36 | . | 3 78 | 2 85 | Do | 3 82 | 3 59 | .. |
| Badun | 2 80 | 3 24 | .. | 3 35 | 3 35 | . | 3 52 | 2 36 | .. | 3 19 | 1 86 | .. | 3 56 | 1 99 | . | 3 82 | 2 16 | Do | 2 85 | 2 38 | . |
| Moradabad | 4 14 | 4 75 | .. | 3 54 | 4 04 | .. | 3 33 | 2 93 | . | 2 59 | 2 25 | . | 2 84 | 2 47 | .. | 2 88 | 2 76 | Do | 3 04 | 3 25 | . |
| Shahjahanpur | 4 28 | 4 18 | . | 3 80 | 3 36 | .. | 3 37 | 2 48 | . | 3 00 | 1 90 | .. | 3 69 | 2 06 | .. | 2 61 | 2 68 | Do | 3 02 | 2 87 | . |
| Pilibhit | 7 16 | 4 50 | .. | 4 81 | 4 18 | . | 3 00 | 2 89 | ... | 2 02 | 2 18 | .. | 2 22 | 2 22 | .. | 2 73 | 2 62 | Do | 2 31 | 2 98 | . |

Special death-rate return for districts in which distress exists or the existence of distress is apprehended—continued

| Districts | NOVEMBER 1896 | | | DECEMBER 1896. | | | JANUARY 1897 | | | FEBRUARY 1897 | | | MARCH 1897 | | | APRIL 1897 | | | MAY 1897 | | |
|--|-------------------|------------------------------|-------------------------|-------------------|-------------------------------|-------------------------|-------------------|------------------------------|-------------------------|-------------------|------------------------------|-------------------------|---------------------|------------------------------|------------------------|--------------------|-------------------------------|------------------------|-------------------|------------------------------|-------------------------|
| | Death rate | Average in 10 previous years | Deaths from starvation. | Death-rate. | Average in 10 previous years. | Deaths from starvation. | Death-rate | Average in 10 previous years | Deaths from starvation. | Death-rate. | Average in 10 previous years | Deaths from starvation. | Death-rate | Average in 10 previous years | Deaths from starvation | Death-rate | Average in 10 previous years. | Deaths from starvation | Death-rate. | Average in 10 previous years | Deaths from starvation. |
| <i>II—Districts under observation—cont.</i> | | | | | | | | | | | | | | | | | | | | | |
| North-Western Provinces and Oudh—continued. | | | | | | | | | | | | | | | | | | | | | |
| Benares . . . | Per month 2 28 | 3 15 | .. | Per month 2 64 | 2 95 | ... | Per month 2 61 | 2 20 | ... | Per month 2 48 | 2 00 | ... | Per month 3 04 | 2 48 | ... | Per month 3 57 | 2 82 | <i>Nil.</i> | Per month 3 21 | 2 66 | . |
| Basti .. . | 2 17 | 3 01 | . | 2 74 | 3 17 | . | 2 55 | 2 26 | . | 2 65 | 1 73 | .. | 2 62 | 1 88 | .. | 2 95 | 2 67 | <i>Do.</i> | 2 35 | 3 36 | . |
| Kheri . . . | 3 60 | 4 30 | .. | 2 94 | 3 69 | .. | 2 57 | 2 77 | . | 2 16 | 2 20 | .. | 2 53 | 2 27 | .. | 3 47 | 3 22 | <i>Do.</i> | 3 23 | 3 29 | . |
| Fyzabad ... | 2 75 | 3 44 | .. | 2 95 | 3 54 | .. | 2 93 | 2 31 | ... | 2 35 | 1 76 | .. | 2 50 | 1 95 | .. | 2 39 | 3 01 | <i>Do.</i> | 2 20 | 3 31 | . |
| Gonda .. . | 2 91 | 3 15 | .. | 3 31 | 3 05 | ... | 3 38 | 2 20 | .. | 3 20 | 1 90 | . | 4 32 | 2 16 | ... | 4 03 | 1 12 | <i>Do.</i> | 3 72 | 4 28 | . |
| Sultanpur .. | 2 17 | 3 33 | . | 2 93 | 3 66 | ... | 3 19 | 2 42 | .. | 3 27 | 1 84 | .. | 3 97 | 2 05 | .. | 4 62 | 2 85 | <i>Do.</i> | 3 59 | 3 41 | .. |
| Parabgarh .. | 1 83 | 2 84 | .. | 2 70 | 2 93 | ... | 3 21 | 2 15 | . | 3 84 | 1 90 | .. | 4 80 | 2 02 | . | 4 23 | 3 01 | <i>Do.</i> | 3 66 | 3 07 | .. |
| PUNJAB. | | | | | | | | | | | | | | | | | | | | | |
| Hissar .. . | Per annum. 27 | 31 | <i>Nil.</i> | Per annum 27 | 28 | 2* | Per annum 25 6 | 27 | 1 | Per annum 21 | 26 | 2† | Per annum. 22 85 | 26 | <i>Nil.</i> | Per annum 29 22 | 29 | <i>Nil.</i> | Per annum 36 4 | Normal 37 | ... |
| Rohtak ... | 31 | 38 | .. | 27 | 32 | . | 25 5 | 29 | <i>Nil.</i> | 19 15 | 25 | <i>Nil.</i> | 18 17 | 27 | <i>Do.</i> | 20 72 | 29 | . | 25 3 | 40 | ... |

| | | | | | | | | | | | | | | | | | | | | | |
|-----------------|----|----|------------|---------------|----|------------|-------|----|-----|-----------|-----------|----------------|-------|-----------|----------------|-----------|-----------|------------|-------|-----------|------------|
| Gurgaon | 33 | 51 | . | 29 | 42 | | 25 88 | 44 | . | 18 72 | 36 | | 18 52 | 31 | Do. | 21 52 | 35 | . | 26 5 | 37 | ... |
| Delhi | 30 | 59 | .. | 33 | 57 | <i>Nil</i> | 22 | 36 | .. | 20 42 | 32 | | 21 2 | 34 | Do. | 24 26 | 40 | ... | 29 6 | 44 | .. |
| Karnal | 38 | 48 | <i>Nil</i> | 29 | 42 | Do | 27 16 | 36 | .. | 21 47 | 32 | ... | 22 22 | 32 | Do. | 23 9 | 35 | . | 28 9 | 51 | . |
| Umballa | 37 | 50 | ... | 36 | 41 | . | 29 3 | 35 | .. | 26 62 | 34 | . | 23 47 | 30 | Do | 22 66 | 30 | | 22 8 | 36 | . |
| Ferozepore, .. | 23 | 52 | ... | 22 | 41 | <i>Nil</i> | 17 7 | 28 | . | 21 25 | 24 | . | 25 97 | 27 | Do. | 24 9 | 28 | . | 26 8 | 34 | . |
| Lahore | 28 | 53 | .. | 29 | 47 | ... | 19 9 | 33 | ... | 20 6† | 31 | | 19 97 | 25 | Do | 19 1 | 23 | . | | | ... |
| Gujrat | 22 | 49 | <i>Nil</i> | 19 | 36 | <i>Nil</i> | 26 2 | 38 | . | 18 2 | 30 | | 16 19 | 20 | Do. | 18 22 | 20 | | 19 9 | 25 | ... |
| BURMA. | | | | | | | | | | | | | | | | | | | | | |
| Meiktila | | | | Not reported. | | | | | | Per month | | Per annum | | Per annum | | Per annum | | | | | |
| Yamethin | | | | Not reported. | | | | | | 12 0 | | <i>Nil</i> (1) | 42 0 | | <i>Nil</i> (3) | 42 0 | | <i>Nil</i> | 42 | | <i>Nil</i> |
| Myingyan | | | | Not reported. | | | | | | 11 76 | Not known | <i>Nil</i> (2) | 50 16 | Not known | <i>Nil</i> (4) | 40 44 | Not known | | 46 23 | Not known | |
| | | | | Not reported. | | | | | | 10 56 | | | 16 32 | | <i>Nil</i> | 32 64 | | | 27 12 | | |

* These were two Bikanir immigrants

† In both these cases the deceased were immigrants, and in one want of food was only a contributory cause of death Further inquiries are being made about the other ‡ Figures incomplete

- (1) Statistics of deaths have only lately been collected and the reporting is not accurate The census figures of the population have been taken as correct, but one-quarter at least of the total population is believed to have left the district temporarily There have been a few deaths from small-pox, especially among children The death-rate is not, the Deputy Commissioner considers, more than normal, or, if so, slightly so
- (2) The number of deaths recorded in the month of February is 50 in the affected tract, and the population is estimated at 51,000 The death-rate would appear to be very low, but it is based on the reports of Circle Inspectors who were instructed to carefully and correctly collect statistics on this point
- (3) Accurate mortality returns cannot be obtained, and a rough estimate is accordingly given The death-rate in the opinion of the Deputy Commissioner is somewhat above normal owing to deaths from cholera and kindred diseases in several villages in the district.
- (4) The death-rate of the month is abnormally high owing to the large mortality from cholera There were 249 deaths from cholera reported during April. The disease is now abating

Special death-rate return for districts in which distress exists or the existence of distress is apprehended—continued

| Districts. | NOVEMBER 1896. | | | DECEMBER 1896 | | | JANUARY 1897 | | | FEBRUARY 1897 | | | MARCH 1897. | | | APRIL 1897 | | | MAY 1897 | | |
|---------------------------|----------------|------------------------------|----------------------------|---------------|-------------------------------|----------------------------|--------------|------------------------------|----------------------------|---------------|-------------------------------|---|-------------|-------------------------------|------------------------|------------|------------------------------|------------------------|------------|------------------------------|-------------------------|
| | Death rate. | Average in 10 previous years | Deaths from starvation. | Death-rate. | Average in 10 previous years. | Deaths from starvation. | Death-rate. | Average in 10 previous years | Deaths from starvation. | Death-rate. | Average in 10 previous years. | Deaths from starvation. | Death-rate | Average in 10 previous years. | Deaths from starvation | Death-rate | Average in 10 previous years | Deaths from starvation | Death-rate | Average in 10 previous years | Deaths from starvation. |
| CENTRAL PROVINCES. | | | | | | | | | | | | | | | | | | | | | |
| | Per month. | | | Per month | | | Per month | | | Per month | | | Per month | | | Per month. | | | Per month | | |
| Saugor ... | 63 | 3.9 | | 56 | 3.2 | | 53 | 2.8 | | 49 | 2.7 | | 42 | 2.7 | 9 | 56 | 3.3 | 3 | 7.48 | 3.46 | . |
| Damoh ... | 78 | 3.9 | | 58 | 3.3 | | 5.5 | 2.6 | | 4.3 | 2.5 | | 3.4 | 2.9 | 14 | 4.9 | 3.5 | 5.4 | 6.31 | 3.74 | ... |
| Murwara .. | 5.9 | 3.0 | | 6.3 | 2.6 | | 10.6 | 2.0 | | 16.5 | 2.5 | | 7.7 | 2.7 | 152 | 5.4 | 3.6 | 4.9 | 6.31 | 3.56 | . |
| Jubbulpore ... | 5.0 | 3.6 | | 4.9 | 2.8 | | 6.9 | 2.3 | | 6.9 | 2.1 | | 6.9 | 2.1 | | 5.4 | 3.6 | 4.9 | 6.31 | 3.56 | . |
| Narsingpore ... | 5.7 | 4.1 | | 5.1 | 3.1 | | 6.5 | 2.5 | | 4.0 | 2.3 | | 4.0 | 2.7 | 25 | 8.2 | 3.1 | 4 | 7.41 | 3.09 | . |
| Hoshangabad ... | 3.8 | 3.5 | | 4.4 | 2.9 | | 4.2 | 2.4 | | 3.2 | 2.7 | | 2.9 | 3.2 | 85 | 2.9 | 3.8 | 81 | 7.76 | 3.69 | .. |
| Nimar ... | 4.2 | 3.7 | | 4.2 | 3.5 | | 4.2 | 2.9 | | 3.3 | 2.7 | | 3.3 | 3.4 | | 3.9 | 3.2 | ... | 5.39 | 2.93 | |
| Burhanpur ... | 1.9 | 2.4 | Information not available. | 2.8 | 2.4 | Information not available. | 2.2 | 2.4 | Information not available. | 2.0 | 2.2 | Information not available. Steps have been taken to obtain these statistics in future | 6.7 | 2.5 | 2 | 4.2 | 2.6 | 1 | 7.17 | 2.75 | ... |
| Mandla ... | 3.5 | 2.9 | | 4.0 | 2.5 | | 3.9 | 2.1 | | 7.1 | 2.0 | | 6.7 | 2.5 | 2 | 4.2 | 2.6 | 1 | 7.17 | 2.75 | ... |
| Betul ... | 3.0 | 3.3 | | 3.1 | 2.9 | | 3.6 | 2.5 | | 3.5 | 2.5 | | 4.8 | 3.1 | 14 | 4.3 | 3.6 | 6 | 3.63 | 2.82 | ... |
| Chhindwara ... | 3.2 | 3.1 | | 3.0 | 2.6 | | 2.5 | 2.2 | | 2.1 | 2.2 | | 2.5 | 2.7 | 4 | 2.6 | 2.8 | 2.8 | 2.83 | 2.67 | .. |
| Seoni ... | 4.2 | 2.8 | | 4.6 | 2.5 | | 5.3 | 2.0 | | 4.4 | 1.9 | | 4.4 | 2.2 | 17 | 4.2 | 2.5 | 8 | 4.62 | 3.12 | ... |
| Balaghat .. | 4.3 | 2.6 | | 5.2 | 2.4 | | 4.9 | 2.0 | | 4.8 | 1.7 | | 6.7 | 1.8 | 48 | 4.0 | 2.5 | 13 | 6.56 | 3.05 | . |

| | | | | | | | | | | | | | | | | | | | | | | |
|----------------|----|----|-----|----|----|---|----|----|-----|-----|-----|-----------------------------|-----|-----|----|-----|------------|--------|--------|-----|-------|-----|
| Bhandara ... | 38 | 28 | | 35 | 26 | | 35 | 21 | | 26 | 17 | Complete and reliable infor | 29 | 19 | 26 | 28 | 25 | 16 | 447 | 270 | ... | |
| Nagpur . . . | 25 | 29 | | 25 | 27 | | 22 | 23 | | 18 | 21 | | | 20 | 26 | 23 | 27 | 29 | 7 | 454 | 259 | ... |
| Wardha ... | 26 | 37 | | 25 | 31 | | 21 | 25 | | 17 | 25 | | | 20 | 32 | . | 26 | 34 | 10 | 422 | 261 | ... |
| Chanda ... | 23 | 32 | | 21 | 31 | | 20 | 24 | | 17 | 20 | | | 09 | 23 | ... | .. | 24 | ... | 255 | 318 | . |
| Raipur ... | 32 | 23 | | 30 | 23 | | 27 | 19 | | 22 | 18 | | | 29 | 21 | 213 | 41 | 24 | 203* | 750 | 343 | . |
| Bilaspur . . . | 33 | 22 | | 34 | 24 | | 31 | 19 | | 39 | 17 | | | 52 | 18 | 278 | 67 | 20 | 356* | 679 | 293 | . |
| Sambalpur ... | 16 | 18 | | 21 | 21 | | 2 | 19 | | 19 | 21 | | | 14 | 26 | 2 | 28 | 29 | 5* | 361 | 287 | .. |
| BERAR. | | | | | | | | | | | | | | | | | | | | | | |
| Amraoti ... | 28 | 36 | . | 27 | 29 | . | 24 | 25 | . | 21 | 26 | . | 25 | 42 | | 36 | 39 | (b) 14 | (1) 55 | 29 | (2) 5 | |
| Akola ... | 23 | 31 | . | 23 | 28 | . | 20 | 24 | .. | 20 | 25 | . | 17 | 29 | .. | 24 | 34 | .. | 404 | 31 | .. | |
| Ellichpur ... | 25 | 33 | ... | 25 | 29 | . | 21 | 25 | ... | (a) | | | | | | | | | | | | |
| Wun ... | 19 | 29 | † | 20 | 27 | † | 17 | 23 | † | 17 | 20 | | 19 | 24 | . | 24 | Not known. | | 32 | 34 | (3) 3 | |
| Basim ... | 21 | 31 | ... | 20 | 25 | . | 17 | 23 | . | 15 | 19 | | 18 | 24 | . | 19 | 28 | 1 | 23 | 27 | (4) 1 | |
| Buldana . . . | 23 | 31 | . | 21 | 27 | . | 20 | 25 | ... | 165 | 226 | . | 176 | 261 | 1 | 19 | 27 | (c) 2 | 244 | 253 | 4 | |

* NOTE.—In Famine Statement A for the month of April the starvation deaths in Raipur, Bilaspur, and Sambalpur in April are now returned as 71, 189, and 4 respectively. † With the exception of one or two isolated cases among immigrants during the past month or so, there have been no deaths due to starvation in the Hyderabad Assigned Districts. The Commissioner writes—“I do not think that we have had deaths from starvation in the Hyderabad Assigned Districts. The exceptionally good death-rate is probably due to absence of malarial fever owing to early cessation of the.”

(a) No record is kept of deaths, &c., in the Melghattalug, where the distress is prevailing.

(b) The District Superintendent of Police has reported 14 deaths from starvation.

(c) Both the deaths were of outsiders unknown in the district, one an up-country man and the other from Khandesh. Even their names were unknown.

(1) The high death rate is due to a large number of deaths from cholera.

(2) Of these 5 persons 4 were wanderers and 1 a Mahar.

(3) No particulars received from the Deputy Commissioner.

(4) This was a woman who was a resident of Gahuli in Pased Taluka.

LONDON
PRINTED FOR HER MAJESTY'S STATIONERY OFFICE,
By DARLING & SON, LTD., 1-3, GREAT ST THOMAS APOSTLE, E.C.
1897.

FAMINE AND RELIEF OPERATIONS IN INDIA.

FURTHER PAPERS

REGARDING THE

FAMINE AND THE RELIEF OPERATIONS

IN

I N D I A

DURING THE YEARS 1896-97.

No. V.

(IN CONTINUATION OF [C. 8660].)

Resolution on the Administration of Famine Relief in the North
Western Provinces and Oudh.

Presented to both Houses of Parliament by Command of Her Majesty.



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1898.

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PRESENTED BY
Sir Phiroze Shah M. Mehta.

Government of the North-Western Provinces and Oudh.

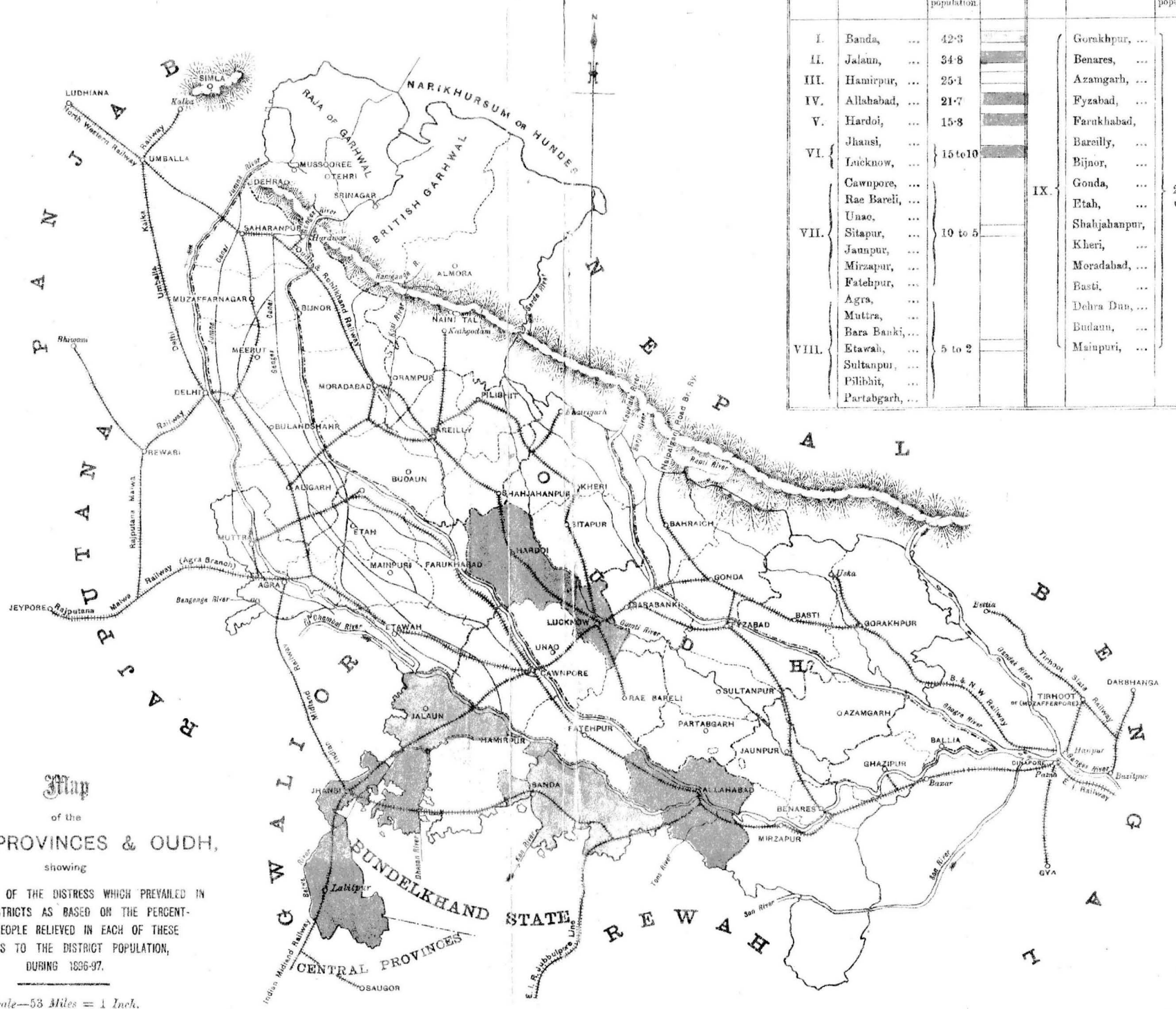
NARRATIVE AND RESULTS OF THE MEASURES ADOPTED FOR THE RELIEF OF FAMINE DURING THE YEARS 1896 AND 1897.

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To accompany the Report on the Scarcity and Relief Operations during 1896-97.

REFERENCES.

| Group. | District. | Percent- age of relieved to population. | Group. | District. | Percent- age of relieved to population. |
|--------|-------------------|--|-------------------|------------------|--|
| I. | Banda, ... | 42.3 | IX. | Gorakhpur, ... | 2 and under |
| II. | Jalaun, ... | 34.8 | | Benares, ... | |
| III. | Hamirpur, ... | 25.1 | | Azamgarh, ... | |
| IV. | Allahabad, ... | 21.7 | | Fyzabad, ... | |
| V. | Hardoi, ... | 15.8 | | Farrukhabad, ... | |
| VI. | Jhansi, ... | 15 to 10 | | Bareilly, ... | |
| | Lucknow, ... | | | Bijnor, ... | |
| VII. | Cawnpore, ... | 10 to 5 | | Gonda, ... | |
| | Rae Bareilly, ... | | | Etah, ... | |
| | Unao, ... | | Shahjahanpur, ... | | |
| | Sitapur, ... | | Kheri, ... | | |
| | Jaunpur, ... | | Moradabad, ... | | |
| | Mirzapur, ... | | Basti, ... | | |
| | Fatehpur, ... | | Dehra Dun, ... | | |
| | Agra, ... | | Budaula, ... | | |
| VIII. | Etawah, ... | 5 to 2 | Mainpuri, ... | | |
| | Sultanpur, ... | | | | |
| | Pilibhit, ... | | | | |
| | Partabgarh, ... | | | | |



Map
of the
N.-W. PROVINCES & OUDH,
showing

THE INTENSITY OF THE DISTRESS WHICH PREVAILED IN
CERTAIN DISTRICTS AS BASED ON THE PERCENT-
AGE OF PEOPLE RELIEVED IN EACH OF THESE
DISTRICTS TO THE DISTRICT POPULATION,
DURING 1896-97.

Scale—53 Miles = 1 Inch.

Government of the
North-Western Provinces and Oudh.

(SCARCITY DEPARTMENT.)

NARRATIVE AND RESULTS OF THE MEASURES ADOPTED
FOR THE RELIEF OF FAMINE DURING THE YEARS 1896
AND 1897.

No. 2469.

*Extract from the Proceedings of the Government of the North-
Western Provinces and Oudh in the Scarcity Department,—
under date Allahabad, November 23rd, 1897.*

READ again—

Resolution No. 3545S., recorded by the Lieutenant-Governor and Chief Commissioner on the 20th October 1896, reviewing the relief operations in Bundelkhand and in certain other districts of the North-Western Provinces and Oudh during the spring, summer, and autumn of 1896.

Letter No. $\frac{196}{8-73}$, dated 23rd November 1896, reporting on the extent to which the early cessation of the rains of 1896 had injured the *kharij* harvest, prejudiced the prospects of the ensuing *rabi*, and affected the condition of the people at large.

Correspondence and Minutes of conferences between the Lieutenant-Governor and Chief Commissioner and Commissioners of Divisions, the Chief Engineer, District Officers, Superintending Engineer and others regarding the organization and conduct of relief measures from October 1896.

Read also—

Communications under various dates from Commissioners of Divisions, Collectors of Districts, and Superintending Engineers in whose jurisdictions famine or scarcity prevailed during 1897, reporting on the organization, progress, termination, and results of relief operations carried out under their supervision and control.

RESOLUTION.

INTRODUCTION.—This narrative deals with the famine which visited the North-Western Provinces and Oudh during the years 1896 and 1897. These Provinces cover an area of 107,500 square miles, and in 1891 contained a population of 46,905,085, or nearly 47 millions. It is believed that the population has since increased. At one period or other

during 1896 and 1897 every part of this great territory was to a greater or less extent affected by crop failure, entailing scarcity of food or high prices. In one-third of the area there was famine; in another third there was scarcity; and in the remainder there was the pressure which famine prices cause. Previous famines or scarcities—and there have been many—affected only limited portions of the Provinces. This is the first occasion within historic memory that the entire country has been so severely afflicted.

The local famine in Bundelkhand last year declared itself on the failure there of the *rabi* or spring harvest: the general famine of the present year immediately followed on the failure of last year's autumn or *kharif* crops. But neither famine was produced by the loss of a single harvest: the causes which culminated in these visitations must be sought much further back than the local or general crop failures of 1896.

The year 1896 was only the last and worst of a series of years marked by adverse conditions of climate, and by the deficient harvests which such conditions produce. To explain the events which, beginning in 1896, reached a climax in 1897, it is necessary to review, as briefly as may be, the character of the preceding years and to narrate the repeated disasters which befell those extensive regions in which famine or scarcity subsequently developed.

CHAPTER I.

Economic condition of the North-Western Provinces and Oudh from 1892 to 1896.

SINCE the last scarcity of 1877-78 the welfare of the United Provinces had up to 1892 met with no serious check. There had been, it is true, deterioration, within limited areas depression and even local distress. But these troubles were no more than the fluctuations of agricultural prosperity that might be expected in any large tract of country; and the period of fifteen years that followed the famine of 1877-78 was a period of progressive welfare throughout the United Provinces generally.

In 1892 the country was at a stage of full normal prosperity. Prices were moderate and bad harvests in Europe gave an extraordinary stimulus to the Indian export trade. From April 1891 to June 1892 the rush of wheat to the seaports had been in excess of anything formerly known: and it is calculated that during 1892 the Provinces exported surplus grain to the value of nearly four crores of rupees. An alarm was raised that the money thus brought into the country was the price of a dangerous exhaustion of the local food supply; but this was disproved by a special inquiry which Government instituted into the state of the existing stocks, and the alarm was further dissipated by the trade reaction in the following year. 1892.

The harvests that bore the brunt of all this export were distinctly good. The spring crops gave an outturn which was for the most part normal and nowhere, except in the Azamgarh district and in the Kumaun division, under 75 per cent. of a full average. Favoured by a timely and well-distributed monsoon rainfall, the autumn crops were sown over an exceptionally large area, and their produce was as good as that of the foregoing spring harvest, except in parts of Bundelkhand and in the rice lands of the Benares and Gorakhpur divisions. These latter tracts suffered from droughts and floods, and the consequent failure in the rice crop, on which these divisions largely depend, had to be met by considerable imports of that grain from Bengal.

The winter of 1892-93 was an unusually wet one, and was followed by years of excessive rainfall, which have had no small part in leading up to the recent distress. The spring harvest of 1893, though giving fully an 80 per cent. outturn for the Provinces as a whole, was by no means of uniform excellence. Magnificent crops were produced on unirrigated and light soils; but the wet and cloudy weather that prevailed up to harvest time induced rust and blight in lowlying lands 1893.

and on the heavy black soil of Bundelkhand. The ripening crops, too, in many places were devastated by storms of hail that swept over the country in March, and necessitated revenue remissions in 12 districts, amounting to close on $2\frac{1}{2}$ lakhs of rupees. The southern and western districts of the Provinces showed excellent harvests; but Azamgarh and three-fourths of Bundelkhand suffered severely from the combined effects of hail and excessive moisture.

The monsoon rains began early and continued abnormally heavy. The autumn harvest was generally impaired by the constant wet, which culminated in a cyclonic storm in October. Except for rice, which turned out unusually well, the yield on the whole was not quite 70 per cent. of the average. It was best in the Meerut, Rohilkhand and Agra divisions, and worst in Oudh and in the Bándá, Allahabad, Gházipur, Ballia and Azamgarh districts of the North-Western Provinces.

This deficiency in the harvests produced its natural effect on the activity of the export trade, which indeed had begun to wane by the end of 1892. There was some surplus of export from Meerut and Rohilkhand; but the pinch of light harvests began to tell in the Allahabad and Benares divisions, which had to import respectively about 4,600 and 3,250 tons of food grain for their own consumption.

1894.

The year 1894 opened with much promise. The copious rains of the preceding autumn had led to spring sowings which covered over a million acres more than in 1893. But the winter rains, besides being irregular in distribution, were interspersed with long intervals of cloudy weather, and were followed before harvest time by untimely high winds. Blight and rust accordingly followed; but still the crops looked good, and it was not till they came to the threshing floor that a distinct lightness of the grain in the ear became apparent. The yield of wheat was the poorest for ten years past, nowhere except in the Doáb exceeding two-thirds of a normal outturn. The coarser cereals did better, and sugarcane was very successful; but the harvest on the whole was again not above 70 per cent. of an average outturn, and it was particularly disappointing in the eastern divisions. In Bundelkhand the wheat and linseed crops were most seriously damaged by rust, and in the Jhánsi and Jalaun districts further havoc was wrought by hailstorms.

To an indifferent spring outturn succeeded a still more unfortunate autumn harvest. Exceptionally heavy rains again characterised the season; and over large areas the autumn sowings were washed out of the ground. In October and early November came fresh storms of rain, followed by disastrous floods along the courses of all the larger rivers by which many houses were wrecked and much property destroyed, necessitating large remissions of revenue. In the tracts visited by inundations the millets and autumn

pulses were almost entirely destroyed and the rice crop was seriously damaged except on high ground, where it is scantily sown. This only mitigated the loss. For the provinces as a whole the estimated outturn was barely above half of a normal average. In the districts of the Lucknow and Benares divisions and in Banda, Basti and Azamgarh it was considerably less. The inclemency of the season started severe epidemics of cattle disease, which decimated the agricultural stock. Nor was the autumn more favourable for men than for cattle: malaria and cholera raged nearly all over the Provinces, and in the district of Gorakhpur alone the latter disease claimed close on 20,000 victims.

To what extent of distress the short harvests of the year and the weakening of the agricultural resources would have led if help from external markets had not been available, it is difficult to say. But the money that had poured into the country during the preceding export seasons now saved the position from being critical, and the Provinces were able to spend about $1\frac{1}{2}$ crores of rupees in supplementing their food stocks from outside. Both 1893 and 1894 had been years of plenty in the Panjáb, and from its teeming granaries came an influx of grain that penetrated into the most distant parts of these Provinces. Between April 1894 and March 1895 the Panjáb imports by rail alone were well over half a million of tons, exclusive of large supplies that must have crossed the border by road. And now it was that the unequal fortunes of the different parts of the Provinces first began to come out in high relief. During the busy season of 1894-95 the Gangetic Doáb was not only able to act as a clearing house for the drafts on the Panjáb, but to send out a substantial surplus of its own, the net exports from Meerut and Agra being about 111,000 and 60,000 tons respectively. Rohilkhand held its own and somewhat more, paying for the grain it imported by large consignments of home-grown sugar. But in all the other divisions the imports far exceeded the exports.

Such then was the position in the beginning of 1895. The harvests generally had been deficient, markedly so in the eastern districts, in Bundelkhand, and in the valley tracts along the main rivers. Disease had been rife and prices were rising briskly, stemmed only by the influx of grain from the Panjáb. Of the nine divisions in the Provinces only four were supporting themselves, and only two of these were helping their neighbours: the other five, with a population of $30\frac{1}{2}$ millions, had become partly dependent on food supplies from outside.

Thus when 1895 began the prospects for the future were only moderately bright. The winter had once more been a wet and cloudy one, and the harvest month of March was visited by more than usually damaging hail and duststorms. The extraordinary excess of the autumn rainfall of 1894

1895.

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1895.

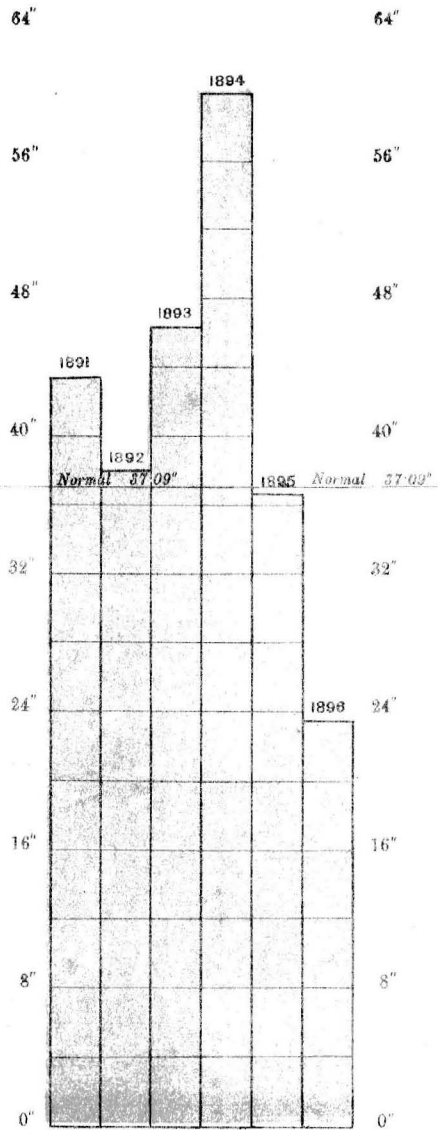
is graphically shewn in the accompanying diagrams. In many places it had been impossible in the driving rain to plough the fields in time for the spring harvest; the sowings had been late; and in extensive tracts they had failed and had had to be repeated. The area actually sown, however, was up to the normal; and in the early spring the crops looked full and promising. But as they were ripening, clouds brought rust and blight, or high winds shrivelled the grain and reduced the produce. In Meerut and Agra alone was the outturn satisfactory; in these divisions the people (who had saved very largely in canal dues as irrigation was superfluous) reaped a harvest which was over 80 per cent. of the normal. In Rohilkhand the result was fairly good, except in the Sháhjahánpur district, where it fell short of half the average: elsewhere it was much below average, especially in Oudh and in Bundelkhand, where the important linseed crop was barely 25 per cent. of the average: while the wheat was little better. In all the five eastern and southern divisions the crops gave little more than half an average yield.

During the summer of 1895 there could thus be little doubt that in many parts of the country the poorer classes were not far removed from distress. In the Rae Bareli, Sitapur and Hardoi districts of Oudh test relief works were opened, and in the two latter districts large remissions and suspensions of revenue were made. Nearly two lakhs of revenue were remitted on account of crop failures in Bundelkhand; while Jalaun and Hamírpur received considerable reductions in their deteriorated tracts. Partly through these concessions and partly by virtue of continued grain imports from the Panjáb and the Gangetic Doáb, acute distress was stayed off. A plentiful mango season, too, eked out the food stock of the poorer classes, and prices remained wonderfully steady, though with a natural tendency to rise.

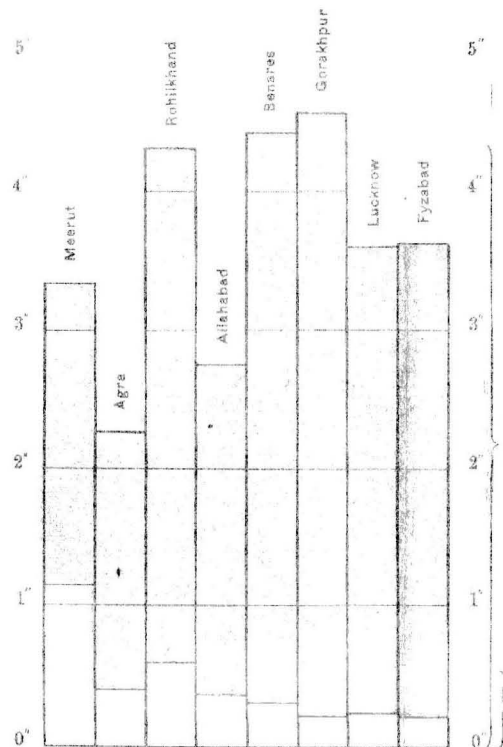
The monsoon rains of 1895, anxiously awaited, began in due time with heavy and sudden falls, but afterwards lightened off considerably. A fairly normal area was shown as cultivated, and up to the beginning of September there was every hope of a good harvest. But, save for some scattered showers, the rains virtually ceased on the 5th of September and the drought thereafter reduced the harvest by about 20 per cent. short of the average. In the greater part of the Provinces the harvest was not bad enough to be the cause of anxiety had it followed a series of normal seasons and found the people prepared for hard times. But the cumulative results of indifferent harvests and climatic troubles were beginning to tell severely in Bundelkhand and in most of the eastern districts. In Bundelkhand, where nature is rarely propitious, the *káns* weed, stimulated in its growth by the previous heavy rainfall, was spreading and weakening the failing resources of the cultivator: in the autumn of 1895 the area under the plough had contracted by

DIAGRAMS SHOWING THE RAINFALL

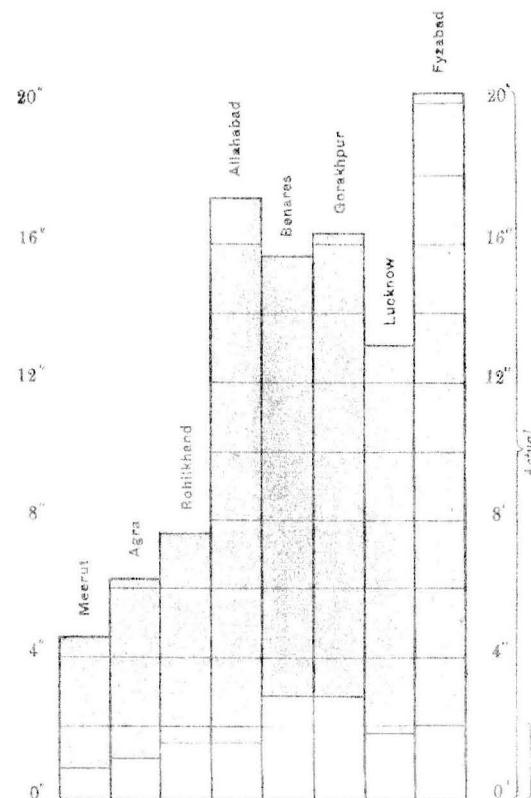
in the
N. W. PROVINCES & OUDH
DURING THE PERIOD PRECEDING THE MONSOON OF 1896.



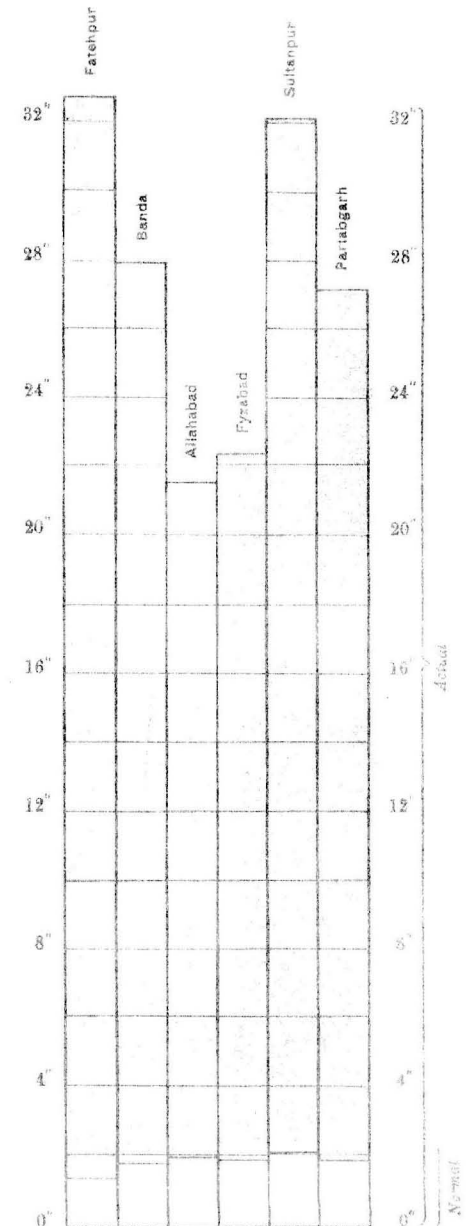
MEAN ANNUAL RAINFALL, 1891-96.



RAINFALL BY DIVISIONS, (Plains only),
during period
1st October, 1895—30th April, 1896.



RAINFALL BY DIVISIONS, (Plains only).
1st October—31st December, 1894.



RAINFALL IN SOME DISTRICTS
in
October and November, 1894.

nearly one-seventh, and the staples of the tract—the great millet, cotton and sesame—were largely ousted by poorer and coarser crops. In the eastern divisions, where the population is densest and the struggle for life most acute, the ravages of the floods of 1894 had been followed by the loss over large areas of the 1895 rice crop, the mainstay of the local agriculture. In Oudh and in the two eastern districts of Rohilkhand the depletion of food stocks was assuming a scarcely less serious phase. The year, too, was again an unhealthy one, the great heat that followed the premature close of the rains sowing the seeds of cholera and malaria. Among cattle the mortality from rinderpest was excessive, and an epidemic of foot-and-mouth disease followed the use of fodder injured by the untimely drought.

To add to their misfortunes the Provinces were now deprived of the help hitherto freely given by the Panjáb. The exuberant harvests of that Province had ceased in 1895, and its exports markedly declined in the latter half of the year. From April 1895 to March 1896 the rail-borne traffic in grain from the Panjáb was only 222,000 tons as against 500,000 in the preceding 12 months. The canal-irrigated divisions of Meerut and Agra as usual continued to show a balance of export in their favour; but the admitted surplus of the other seven divisions dwindled to insignificant figures, while their net food imports aggregated over 337,000 tons, and they would no doubt have taken more had the outside market been easier.

As a natural consequence of the tightening of stocks prices at last began to rise, and with no uncertain movement. By the beginning of 1896 the staple food grains were in the majority of districts 25 per cent. dearer than the normal, and prices rose sharply up to the end of February. The spring crop was then within sight of harvest, but its prospects were far from promising. The drought of the preceding autumn had reduced the area practicable for sowing. In many districts the dry baked ground defied the plough; and where irrigation was impossible the cultivator hesitated to risk his seed. For seed was scarce and very dear; and the chances of its germination in unirrigated soil grew fainter as the year wore on and rain held off. The area actually sown was fully an eighth below the normal. In Bundelkhand alone it shrunk by over a quarter of a million acres; and the total defect for the Provinces was over two million acres.

With the exception of some showers in the beginning of December, there had been no rain between the early close of the monsoon on 5th September 1895 and the end of January 1896; but these showers had been of no material value in Bundelkhand, nor were they anywhere sufficient for the growing crops after such a prolonged drought. In the end

of January there was some irregular and badly distributed rain, ample enough to be valuable only in the Muttra district and in the Meerut and Rohilkhand divisions: elsewhere the fall was trifling, and it altogether passed by the Benares division and Bundelkhand, where it was most sadly needed. Hot winds, too, began to blow before the end of February, prematurely ripening the crops. Irrigation had gone far to relieve the strain in tracts where water was available. The canals were efficiently protecting the irrigable area in Meerut and Agra, and small temporary wells were being dug in exceptional numbers throughout Rohilkhand and the submontane tracts where the water-level is high. But for the Provinces as a whole little more than a third of the cropped area had access to an effective supply of irrigation, and in Bundelkhand, where the season was driest, the irrigable area was insignificant.

The harvest began early. The irrigated crops were up to the average or very little below it. Sugarcane, gram, peas and the *arhar* pulse gave a satisfactory yield; wheat did well wherever it had got water; and the harvest of food grains as a whole was probably not under 65 per cent. of a normal harvest. But this left a very large deficiency. Had the defect been equally spread over all the tracts in the Provinces, the storm might have been weathered: the third part of a harvest had been lost before, without reducing the general population to dangerous straits. But the disparity of fortune between the different parts of the country, originating in the troubles of the preceding years, had become now more accentuated than ever. To them that had, to the prosperous and protected districts of the Upper Doab, was given: from them that had not, from the waterless expanses in Bundelkhand, from the submontane tracts, and from the far east, was taken much of what they might have had. In the Allahabad division the harvest was 55 per cent. of the normal, and individual districts ran through the gamut of affliction down to 47 per cent. in Jalaun and 38 per cent. in Banda. As the poverty of the threshing floors became apparent prices rapidly stiffened, and by the end of April they were approaching rates which had hitherto been unknown except in years of famine. Imports from the Panjáb virtually ceased; the cultivators, fearful of even harder times than the present, shut up their grain and refused to sell; and a slow and painful dribble from the Doab to the eastern districts and Bundelkhand was now the only appreciable movement in trade. The period of famine had begun.

CHAPTER II.

The Bundelkhand Famine of 1896.

In the preceding chapter it has been shown that the unfavourable conditions which assumed the unmistakeable shape of famine in 1896 had their origin as far back as 1893. The region which had suffered most persistently was the region where distress was first to develop, namely the four districts—Bánda, Hamírpur, Jalaun and Jhánsi—known as British Bundelkhand. The southern part of the Allahabad district lying beyond the Jumna adjoins this tract and resembles it in physical conformation; it shared its misfortune. Bundelkhand, it has been shown, had suffered from agricultural depression for the previous three years. With the exception of the comparatively small area commanded by the Betwa Canal it is unprotected by irrigation. In point both of the fertility of its soil and of the industry and agricultural skill of its population it compares unfavourably with the rest of the Provinces. Since the autumn of 1893 the outturn of the autumn crops there had been uniformly poor, while that of the principal spring crop (wheat mixed with either gram or barley) had been worse. The abnormal succession of bad seasons had also encouraged the growth in the culturable area of the coarse grass known as *háns*. The result of this prolonged period of adversity was a decrease in 1895 of 192,672 acres, or 13·5 per cent. in the normal autumn crop area, and this was followed by a still more serious decrease in 1896 of 292,362 acres, or 19 per cent. in the normal spring crop area. The monsoon of 1895 ceased early in September, and the winter rains entirely failed. The stock of grain in the villages, reduced by double sowings, became low; prices began to rise before the end of the year, and the impoverished landowning classes were unable to assist their tenants. By the beginning of 1896, when the Lieutenant-Governor visited Bundelkhand, it was manifest that the region was on the brink of famine.

The affected area was fortunately well served by railways (the result of a wise employment of the Famine Insurance Fund), and it was from the first apparent that private trade would be capable of supplying all the food required, and that no heavier burden would fall on Government than attaches to the provision of relief works and of those other measures of charitable or gratuitous assistance which are described in the Famine Code. In the first week in February, when the failure in the spring harvest had been placed beyond doubt, and when the first signs of commencing want had become apparent, test works were started in the

form of improvements and repairs to roads in all the districts of Bundelkhand and in South Allahabad. At the same time preparatory steps were taken to deal with more severe distress when it should show itself. The executive staff of the various districts was strengthened; relief circles were formed, and officers to take charge of them were nominated; sites were selected for poorhouses; the programme of relief works was revised and expanded; a staff of hospital assistants was deputed to supervise sanitary arrangements on relief works and administer medical comforts in temporary hospitals; provision was made for the relief at their homes of indigent persons enfeebled by age or disease or debarred by national custom from appearing in public; and the opening of the Government forest to pasturage and collection by the people of edible produce was arranged. The administrative framework necessary for the management of large relief operations was thus held in readiness at the beginning of the emergency, and all that was afterwards necessary was to fill it in as necessity required.

The number of applicants for employment on the test works opened soon became so considerable that, on the 28th February, these works were converted into regular relief works under the Famine Code. With a view to an useful subdivision of work and responsibility it was ordered that large operations, such as roads, should be managed by the Public Works Department, and that minor works, such as village tanks or reservoirs, and all poorhouse and village relief should be carried out by local agency controlled by the District Officers.

In Bundelkhand the population, which contains a considerable admixture of aborigines, depends a good deal for sustenance during the summer on the *mahua* (*Bassia latifolia*) crop and other edible forest products. But by April it became manifest that the *mahua* crop had failed, while the prices of the staple food grains rose steadily and the numbers on relief works increased. It had been estimated by the local officers in March that at the period of greatest pressure the numbers in receipt of relief would not exceed 140,000; but by the middle of April that number was exceeded and the numbers continued to rise, till in the third week of May they reached their maximum pitch of 263,961. The unprecedentedly low rate of wages paid, combined with the not unsubstantial outturn of work done, proves that the people were in real need of help.

In addition to the relief afforded by public works, by the establishment of poorhouses, and by the distribution of assistance to respectable but indigent people, much help was also given by granting advances of money, under the Agriculturists' Loans Act, and by suspensions and remissions of revenue. The actual sum distributed by way of recoverable

advances without interest was Rs. 1,85,118 ; and the actual amount of revenue suspended by the Commissioner was Rs. 2,16,000 on account of the autumn instalment of 1895 and Rs. 8,78,000 on account of the spring instalment of 1896. In this way substantial assistance was afforded to the landowning and cultivating classes, as the suspension or remission of revenue carries with it, under the North-Western Provinces Rent Act, the suspension or remission of double the amount in rent.

At the beginning of June the Government laid down the policy to be adopted after the breaking of the rains with the object of inducing the people to return to their ordinary avocations as soon as possible. Village works being carried out by Civil Officers were to be contracted to a minimum on the opening of the monsoon, and no further grants for such works were to be made, it being left to the Commissioner's discretion to continue the distribution of gratuitous relief in villages and at poorhouses when absolutely necessary. With regard to road works, orders were issued that all operations under the control of the Public Works Department should be reduced to a skeleton at the break of the rains in the districts of Jhānsi and Jalaun, where the distress was judged to be less acute ; and that in Banda and Hamīrpur the extent of the works should be greatly contracted. The works remaining were to consist in stone-breaking and quarrying, which were considered suitable for the rainy season as they could be done under cover. Task work was to be strictly exacted, and only persons capable of earning a living on task work were to remain on the public works, debilitated persons being provided for in poorhouses. It was also laid down that, with a view to inducing people to revert to agricultural work, no wages should be paid to any person on relief work in excess of the minimum subsistence wage (or its money equivalent) prescribed by Article 108, Famine Code.

The combined effect of these measures, reinforced by the certainty of ordinary agricultural employment when the rains would set in, and also to some extent no doubt by the fear of cholera, was seen in a great decrease of relief workers. The numbers, which in the third week of May had exceeded 260,000, fell by the third week of June, when the rains had broken, to 52,619. By the middle of July all relief works under control of the Public Works Department had been closed except in Banda, where a few quarry works were still open ; and all village works had been closed except in Jhānsi, where some were still unfinished. The relief administered after that time consisted almost entirely of that given at poorhouses and of the gratuitous relief administered through the agency of village officials to respectable persons debarred by national custom from appearing in public. At the end of August the total number in receipt of any

form of relief in Bundelkhand had fallen to 5,904, and without doubt this number would have melted away, too, had not the threatenings of the far greater difficulties to come completely altered the situation.

In March prices throughout Bundelkhand, as elsewhere, were substantially above normal rates. The difference between wheat and the coarser grains was, however, well marked. During the summer wheat for a short period slightly relaxed in price, but the other staples rose steadily in value. By the end of August wheat had risen to the rate prevailing in March, and there was a significant approximation to it in the price of the coarse grains.

The following statement compares the average prices current in Bundelkhand for the food grains principally used during March, May and August 1896, with the normal prices during these months:—

Seers per Rupee.

| MONTH. | Wheat. | | Gram. | | Arhar pulse. | | Juar | |
|------------|---------|-------|---------|-------|--------------|-------|---------|-------|
| | Normal. | 1896. | Normal. | 1896. | Normal. | 1896. | Normal. | 1896. |
| March ... | 18.66 | 11.36 | 25.31 | 19.23 | 26.19 | 15.20 | 24.03 | 15.68 |
| May ... | 17.43 | 11.94 | 23.75 | 15.37 | 23.43 | 13.30 | 22.31 | 14.55 |
| August ... | 16.19 | 11.04 | 21.62 | 13.69 | 24.50 | 12.25 | 20.87 | 13.68 |

High as prices were, there can be no doubt that they would have been much higher but for the active importation of food grain which went on during the whole period of distress. The imports and exports of food grains at the railway stations situated in the Bundelkhand districts were carefully recorded. From January to July the total net imports amounted to about 27,500 tons. Besides this rail-borne traffic there was a considerable import by road from Cawnpore and other neighbouring centres across the Jumna. In this and the greater trouble which awaited it, Bundelkhand owes its safety to the facilities for transport of food supplies afforded by the Indian Midland Railway.

In the earlier months of the famine the death-rate rose little above normal. The health of relief workers remained on the whole very good all through. They were often, when first coming on the works, in an emaciated and reduced condition. But later on, when the distressed tracts were visited by the Inspector-General of Civil Hospitals and the Sanitary Commissioner, these officers found no appearance of starvation among the people on the works. Had there been, the relief operations would have failed of success.

Later in the spring influenza and small-pox swelled the mortality, and in the summer months cholera appeared in a very virulent form and claimed many victims. Towards

autumn fever of a peculiarly virulent type was prevalent, especially in the Hamirpur and Jhansi districts, and added much to the mortality. It apparently had not its origin in famine, for it was observed to visit the rich and poor alike, and was not of the remittent type. Through the whole of this period few deaths, if indeed any, could be traced to actual starvation; but the following mortuary statistics, extracted from the Sanitary Commissioner's Report for 1896, may be taken as evidence that the pressure of hard times claimed many lives, mostly among the old and the very young.

Statement showing Death-rate per thousand, month by month, in Bundelkhand during the Famine of 1896, with Average Death-rate for ten previous years.

| DISTRICT. | January. | | February | | March. | | April. | | May. | | June. | | July. | | August. | | September. | |
|-------------|----------|-------------------|----------|-------------------|--------|-------------------|--------|-------------------|-------|-------------------|-------|-------------------|-------|-------------------|---------|-------------------|------------|-------------------|
| | 1896. | Average, 1886-95. | 1896. | Average, 1886-95. | 1896. | Average, 1886-95. | 1896. | Average, 1886-95. | 1896. | Average, 1886-95. | 1896. | Average, 1886-95. | 1896. | Average, 1886-95. | 1896. | Average, 1886-95. | 1896. | Average, 1886-95. |
| Hamirpur .. | 2 64 | 2 72 | 2 15 | 2 40 | 1 98 | 2 20 | 2 06 | 2 03 | 4 35 | 2 64 | 3 31 | 3 53 | 3 31 | 4 44 | 5 33 | 4 33 | 6 73 | 4 31 |
| Banda .. | 2 19 | 2 52 | 1 85 | 2 24 | 1 89 | 2 09 | 1 94 | 1 81 | 7 09 | 2 24 | 4 12 | 3 34 | 2 53 | 2 88 | 3 23 | 2 47 | 3 84 | 2 93 |
| Jaloun ... | 3 15 | 2 70 | 3 25 | 2 89 | 3 46 | 2 24 | 2 30 | 2 22 | 3 72 | 2 31 | 3 69 | 3 37 | 3 10 | 3 44 | 3 33 | 3 60 | 3 05 | 3 93 |
| Jhansi ... | 3 50 | 2 54 | 3 48 | 3 27 | 3 48 | 2 52 | 5 42 | 2 49 | 5 02 | 2 75 | 7 77 | 3 27 | 5 58 | 3 31 | 7 53 | 3 87 | 7 09 | 3 72 |

The same causes which affected Bundelkhand necessitated also some measures of relief in the Allahabad district, the Hardoi district of Oudh, the Pilibhit district of Rohilkhand, and the Garhwál and Almora districts of Kumaun. In the part of the Allahabad district bordering on Bundelkhand, and resembling it in climate, soil and population, the distress was for a time severe, and in Hardoi also there were signs of the serious trouble which followed; but fortunately in none of the other districts did the reality come up to the local officers' early apprehensions. The relief measures adopted in these districts do not call for any lengthened description. They were carried out by the District Officers without assistance from the Department of Public Works, and comprised repairs to unmetalled district roads, poorhouses and some gratuitous relief under Chapter X of the Famine Code. In all the districts except Hardoi the pressure practically ceased when the rains had regularly set in, but in Hardoi, during the latter portion of July, when there was a prolonged break in the rains, distress threatened to assume serious proportions.

During the operations in Bundelkhand described in the preceding paragraph, the expenditure incurred in relief

works controlled by the Public Works Department amounted to Rs. 7,15,088, classified as follows:—

| | Rs. |
|--|-----------------|
| Paid as wages for work done . . . | 5,37,608 |
| Do. as gratuitous relief to dependants .. | 43,758 |
| Do. cost of temporary establishment, tools and plant . . . | 1,33,727 |
| Total . . . | <u>7,15,088</u> |

The work done consisted of $345\frac{1}{2}$ miles of road constructed or repaired, with wayside tanks re-excavated, and 47 large reservoirs constructed. The wages fell at the rate of Rs. 9 62 per 1,000 cubic feet.

The number of people relieved, expressed in units for one day, was 12,843,200, and the average daily cost per head, all charges above included, was $10\frac{2}{3}$ pies.

In addition to the relief afforded by the Public Works Department, the District Officers expended Rs. 3,60,061 on village works, gratuitous village relief, and maintaining poor-houses. The work done is returned as follows:—

| | |
|---------------------------------------|-----------------|
| 132½ miles of road remodelled. | |
| 559 village tanks | } re-excavated. |
| 225 village wells | |
| 39 reservoir embankments constructed. | |

The cost of work per 1,000 cubic feet done is shown as Rs. 4-8; the explanation of the low rate of cost lying in the fact that the village proprietors, who benefited by the work, controlled the expenditure of the money and made it go as far as possible. But this had its disadvantages from a relief point of view, as probably none but able-bodied workmen were employed.

The total number of persons relieved by the expenditure for one day amounted to 5,533,391, and the cost of relief for each averaged one anna per head.

In the rest of the other districts of the North-Western Provinces and Oudh where relief operations were undertaken the number of persons relieved (in units for one day) reached to nearly one million, while the cost amounted to Rs. 1,05,004. The average cost per head was here higher than in Bundelkhand, reaching $1\frac{2}{3}$ annas per day. The explanation lies in the heavier incidence of the cost of establishment computed with reference to the smaller numbers in relief.

Throughout the Provinces, therefore, the total number of persons relieved was about $19\frac{1}{2}$ millions and the total expenditure was Rs. 11,80,153. The cost of relief was 11·6 pies, or something less than one penny sterling per head daily.

CHAPTER III.

Proximate cause and premonitory symptoms of the general Famine of 1897.

THE proximate cause of the famine of 1897 was the premature cessation of the monsoon rains of 1896. These rains began favourably. The normal date in these Provinces for their commencement is the 25th June. Some preliminary showers fell during the early part of that month; but taking one district with another, the true monsoon rains of 1896 opened on the 21st of the month.

In parts of the Gorakhpur, Agra, Bareilly, and Lucknow divisions and in the Banda district the rainfall at the commencement was insufficient, but elsewhere there was enough. Bundelkhand in particular had good rain everywhere except in Banda. At the end of June, therefore, prospects were on the whole favourable. Moderate but still sufficient rain was received early in July; but in the second week a break set in, which threatened the crops then full of promise. The danger was averted by a timely fall in the latter part of the month, and prospects became bright again except in some tracts of Oudh and Gorakhpur, where serious damage was reported. At the end of July the rainfall was in general much below normal except in the Meerut division. The average defect was about 40 per cent. of the normal quantity.

August began well. At first the rain, though sufficient, was irregularly distributed; but by the middle of the month it had become general, and the defect was limited to parts of the Benares and Gorakhpur divisions. In the third week, the situation was full of promise. The large area of autumn crops had made excellent progress. The quick-growing staples, such as maize and the early millets, were already ripening, and their first fruits had brought visible relief in the shape of a timely addition to the food supply. Field work was in full swing, and the demand for labour had rendered it possible to close relief works in all districts except Hardoi. The poorhouse population had substantially diminished, several poorhouses had been closed, and outdoor relief had been curtailed as private charity again became operative. Fodder became plentiful, and the Government forests, which had been thrown open for free grazing, were again closed, though permission to make use of the edible products was continued for the time. The people of the affected tracts were regaining confidence and, equally with the Government and its officers, looked forward to an early termination of all their troubles.

At this period the prospects of the autumn crops were very favourable. The average area cropped at this season for the entire Provinces is rather over 21 millions of acres. Almost 8 per cent. of this is ordinarily irrigated and 92 per cent. unirrigated. In 1896 almost the full normal area was sown and over 15 per cent. of it was irrigated. The area under food crops in this season is ordinarily 82 per cent. of the whole. In 1896 it was 81 per cent. The area of autumn crops was deficient in some districts of the Benares division and in the Lucknow and Gorakhpur divisions owing to the diminished cultivation of rice. In the districts of Jalaun and Fatehpur there was also deficiency; but owing to the favourable character of the early rains of 1896 a larger area than usual was sown chiefly with maize and large millet in the Meerut division, in Bundelkhand, and to a smaller extent in parts of the Agra and Rohilkhand divisions.

Thus the prospects at the end of August were generally favourable. But from the third week of August the rainfall became lighter, and it had practically ceased entirely by the fourth week. At its close the totals for the month were in serious defect in the Agra and Allahabad divisions, which had received only about 60 and 40 per cent. of the normal allowance. Rohilkhand and Fyzabad divisions recorded moderate excess, and elsewhere the fall was normal or in slight defect.

With favourable rain in September a good outturn might have been expected. But instead of fostering weather in September there came the hot winds and the blazing sun of May. Barometric conditions were established which brought the west winds down the Gangetic plain. Over the whole Provinces early in September the skies cleared, and under the hot sun and the dry west wind the scanty moisture rapidly disappeared from the soil. Hope revived when clouds appeared and some showers fell in the eastern districts about the 18th. But the current proved too weak, and in a few days the skies had become clear again and the hot west wind blew as before. Except for a few moderate showers in Mirzapur and Ballia, September was, for all practical purposes, a rainless month.

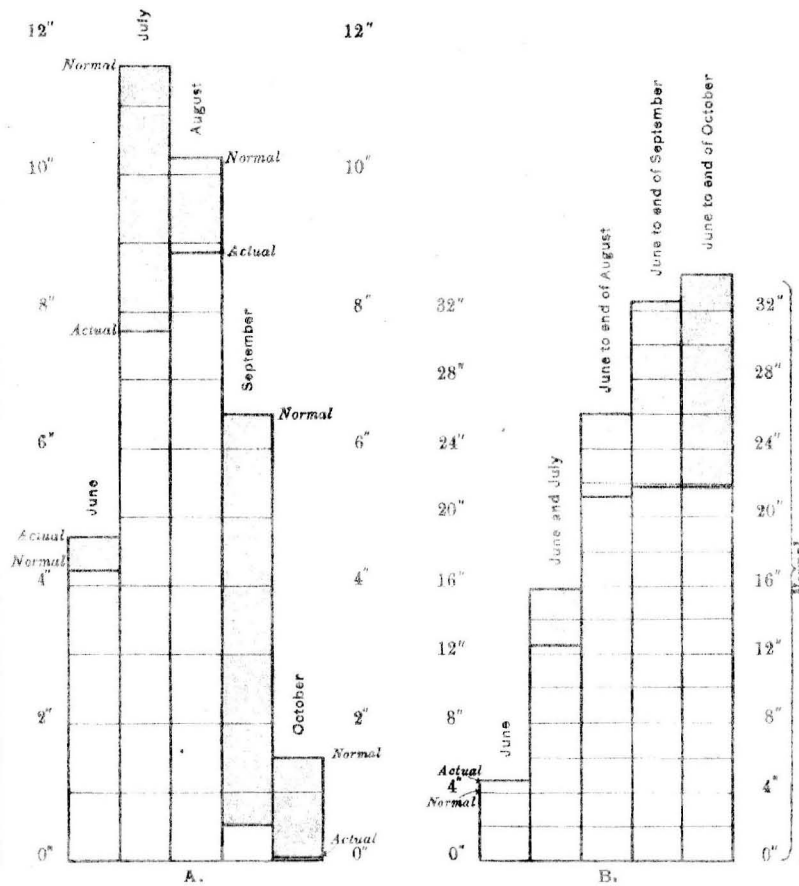
The drought which characterized September continued into October. Throughout the month the temperature remained abnormally high, the air unusually dry, and the winds much stronger and more westerly than they ought to be. The rainfall of the month was an absolute failure. A few districts recorded a sprinkling, little more effectual than a heavy dew. In the rest the record was a blank. The diagrams in Chapter I bring out clearly the abnormal characteristics which distinguished the monsoon of 1896—particularly the abrupt termination of the rains at the end of August.

DIAGRAMS SHOWING THE RAINFALL

In the

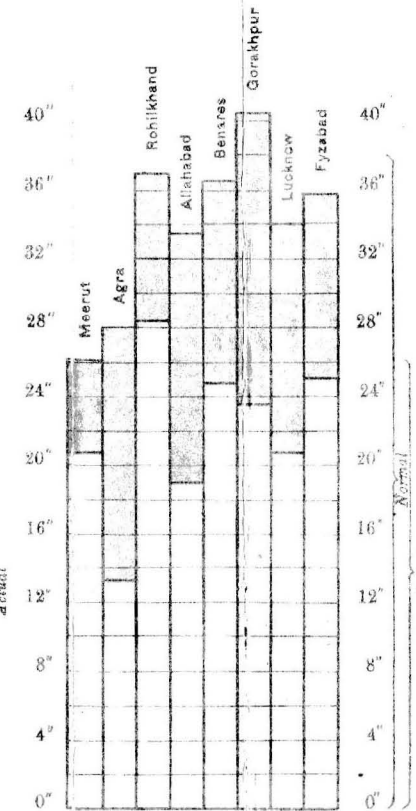
N. W. PROVINCES & OUDH

DURING THE PERIOD OF THE MONSOON OF 1896.

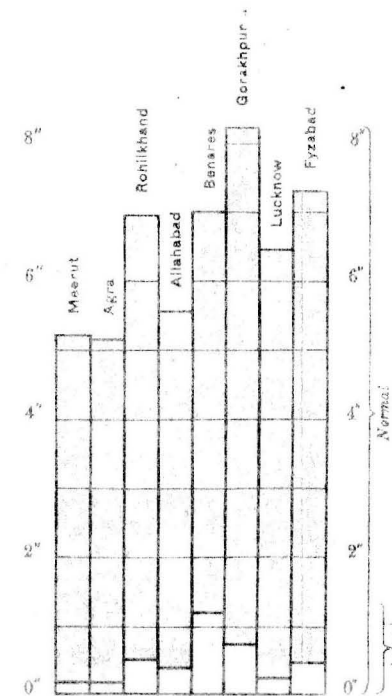


A. MEAN MONTHLY RAINFALL, (Plains only), June—October, 1896.

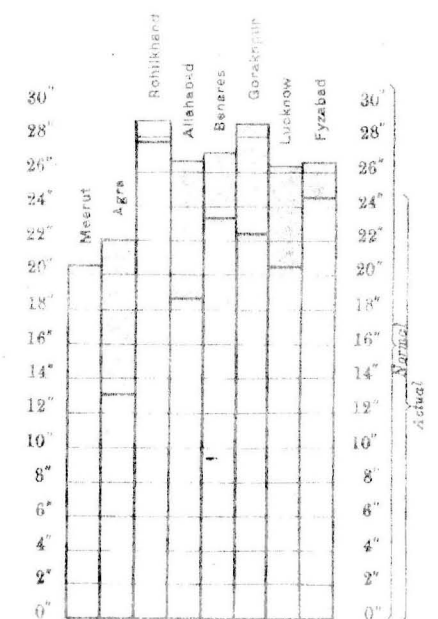
B. MEAN TOTAL RAINFALL, (Plains only), throughout period June—October, 1896.



RAINFALL BY DIVISIONS, (Plains only), during period 1st June, 1896—31st October, 1896.



RAINFALL BY DIVISIONS, (Plains only), in September, 1896.



RAINFALL BY DIVISIONS, (Plains only), during period 1st June, 1896—31st August, 1896.

The following statement exhibits the percentage of defect of rainfall in each division :—

| DIVISIONS. | The period from 1st May to 31st October. | | |
|--|--|---------------|-----------------------|
| | Actual total. | Normal total. | Percentage of defect. |
| Meerut (exclusive of Dehra Dún) | 21 88 | 26 85 | —20 |
| Agra | 18 21 | 28 46 | —54 |
| Bobikhand | 28 59 | 37 91 | —25 |
| Allahabad | 19 24 | 33 73 | —43 |
| Banaras | 24 59 | 37 20 | —34 |
| Gorakhpur | 23 37 | 41 68 | —44 |
| Lucknow | 21 02 | 34 79 | —40 |
| Fyzabad | 25 42 | 36 68 | —31 |

The maximum defect occurred in the ill-fated Banda district, which received only 31 per cent. of its average.

The abrupt termination of the monsoon a full month before the normal time was even more injurious than its deficiency. Excessive evaporation proved as harmful as deficient rainfall. Six weeks of hot west winds at a critical period not only destroyed much of the autumn crops which otherwise would have given a moderate yield, but jeopardized the prospects of the spring harvest.

The consequences of this drought, and of the critical condition of the harvests which it entailed, were quick to make themselves manifest.

As the rains held off and a hot wind set in which dried up the soil and withered the crops, a feeling of grave anxiety became apparent. It was not confined to the districts which had already suffered, but spread to other and larger tracts which had hitherto required no special care. The reports which reached Government began to give most gloomy accounts. The standing crops were drying up or being fed down as fodder; the hot hard ground was unfavourable to the sowings of the spring harvest, which were sadly restricted. There was no failure of food supply as stocks were maintained in the distressed tracts by imports which were resumed on a brisk scale and as a great part of the produce of the early autumn crops had been stored in their own houses by the cultivators, who were filled with apprehension for the future. This latter movement, useful in itself, excluded from the market much grain which usually found its way there and so served to enhance prices. The day-labourers soon exhausted the scanty stores they had saved from their grain wages during the short autumn harvest and came to the market as purchasers. Under these influences prices everywhere steadily rose, and before the end of September had in many places reached the famine level.

The following statement compares the prices current on the 1st October for the chief food grains ordinarily consumed with the normal prices, as stated in Appendix A of the Famine Code:—

Seers per Rupee.

| | Wheat. | | Barley. | | Grams. | | Rice (common). | | Jowar. | | Maize. | | Arhar. | |
|----------------------|--------|----|---------|----|--------|----|-------------------|----|--------|----|--------|----|--------|----|
| | Strs. | s. | Strs. | s. | Strs. | s. | Strs. | s. | Strs. | s. | Strs. | s. | Strs. | s. |
| Normal ... | 14 | 12 | 19 | 9 | 20 | 12 | 12 | 2 | 20 | 2 | 20 | 14 | 15 | 9 |
| 1st October 1906 ... | 8 | 12 | 11 | 1 | 10 | 14 | 2 | 14 | 12 | 0 | 13 | 2 | 10 | 13 |

The immediate effect of this great increase of the prices of food grain was to drive the poorer classes to eke out their diet by such wild produce as they could gather in the fallow and waste lands. Cultivators at this stage had still some reserve from the last crops which they economized by restricting their rations. They still farther husbanded their resources by doing, with the help of their own families, a larger share than usual of whatever field labour there was to be done. This again had the effect of further limiting the employment available for day-labourers, who suffered already from the conditions which restricted ploughing and sowing—a limitation which would have been even more serious but for the work afforded by the unusual spread of artificial irrigation, to which reference will presently be made. A feeling of apprehension, and unrest became perceptible, first in those tracts which had already passed through one season of distress, and then spreading to fresh regions as prospects grew more gloomy. It showed itself in various characteristic ways. The public works which were still open began to attract more labourers and the poorhouses more inmates. In both cases the new admissions included persons in reduced condition. Private charity contracted, and beggars became numerous in the towns and bazárs. The traditions of the Indian people had made migration the only effective remedy in time of famine. The practice had its origin in the circumstance that no previous Government of the country ever attempted on a systematized and large scale to provide food for famishing people and that, from the imperfection of communications, the task would have been almost hopeless if attempted. But, though the conditions have changed the instinct survives, and one of the first symptoms of impending famine is an impulse to wander, whereof indications were now observed. The movement was not serious—it soon ceased; but it was significant. At this stage parties of people from the adjoining Native States were observed passing through British Bundelkhand in search of employment or charity. Some made their way as far as Northern Oudh. This immigration was later on to assume very considerable proportions.

Along with this unsettled feeling could be detected certain symptoms of the spirit of disorder which hunger and distress naturally produce. The sudden increase of prices brought much hardship to those numerous classes who had to purchase their daily supplies, while it brought large profits to the grain-dealers who had laid in stocks when rates were easier. In other and more civilized countries than India it has been common for the masses to attribute famine prices to the concerted machinations of grain merchants, and to proceed to give practical effect to their belief by calling on the authorities to fix and enforce reasonable prices or, where authority is weak and passions strong, by plundering the grain stores. Neither at this nor at any later stage was such a feeling allowed in these Provinces to take active shape in deeds of violence or open defiance of the law. But a few isolated and insignificant occurrences of the sort, although promptly repressed, added significance to the rumours and signs which were now abroad, that such a feeling of exasperation against the grain-dealers was coming into existence and later on might become a force with which Government would have to reckon. Such rumours were themselves a source of danger, for grain-dealers, professing fear of plunder, threatened in some instances to close their shops. Such action would undoubtedly have precipitated a crisis among the people deprived of all means of obtaining food and persuaded that the merchants' object was to hold up their stores and still further multiply their profits.

Another disquieting and significant circumstance was the high rate of mortality reported from many of those districts where distress had prevailed through the summer. Two of the four districts in Bundelkhand and four of the six in Rohilkhand showed death-rates for September which much exceeded the normal mortality, and the October returns were even worse. It was true no starvation deaths were reported, and that special diseases, such as a peculiar form of fever affecting poor and rich alike, accounted for many deaths; but there still remained reason to apprehend that where the crops had failed, scanty or unsuitable nutriment had rendered a portion of the population unusually susceptible to disease or had weakened their power of resistance.

These circumstances arising from an abnormal season, following on seasons also unfavourable, had never ceased to cause anxiety to the Government, and this anxiety grew as September wore on without rain. By the middle of September that situation had become sufficiently grave to call for preparatory or precautionary action; and accordingly on the 21st September this Government sounded the first warning note in a letter addressed to the Commissioners of divisions. In this letter it was pointed out that generally speaking it might be said that, except in parts of

the Agra, Gorakhpur, and Lucknow divisions the state of the crops up to the last week of August had given no substantial ground for anxiety. The rainfall had indeed in almost every district been tardy, and less than the normal quantity had fallen: in several districts very much less; but the rain which had fallen was on the whole opportunely distributed, and the crops had germinated well. But since the latter end of August in some districts, and in others from an even earlier date, there had been no rain of any consequence: the outturn of the early autumn crops had not been good, while in some districts these crops had seriously failed. In view of these warnings—the abnormal character of the season; the damage which the crops had already suffered over large areas; and the reduced circumstances of the people who had experienced a succession of bad harvests—the local officers were directed to take the following steps. *Firstly*, they were directed to make a complete survey of the agricultural condition of each district, which the fiscal organization enabled them without difficulty to do; to ascertain the exact condition of the autumn crops and the prospects of the sowings for the ensuing spring harvest; to estimate the degree of the failure threatened and the extent to which relief would in each event be required. *Secondly*, the District Officers were directed, should their inquiries establish the imminence of serious distress, to begin without further orders to organize the agency and methods of relief which, following the general lines of the Famine Code, were specified in the letter: and where symptoms of distress might appear, to open test relief works. In conclusion it was pointed out by the Lieutenant-Governor that in dealing with famine relief the all-important point to bear in mind was this—that the preparation should be well in advance of the pressure. “If pressure supervenes while preparations are incomplete, numberless embarrassments result. If, on the other hand, the executive is not surprised or overtaken by the famine, matters go as smoothly as in such cases they can go.” It was pointed out that if rain were to fall before the end of the month, the situation might be saved, and there might be no necessity to undertake relief measures on a large scale; but “the necessity is not increased by timely preparation; while the cost to the State is greatly lessened and the advantages to the distressed population greatly enhanced by the existence beforehand of a settled programme and an organization ready to be called into immediate activity.”

To this call on their energy and local knowledge the Commissioners of divisions, the Collectors of districts, and their various subordinate officers responded well: and to this timely preparation must be attributed much of the success which has rewarded their exertions in dealing with the famine. Experience of famine administration teaches no lesson more clearly than this—that in famine times acute distress appears with

suddenness, and that confusion, loss, and suffering are certain to ensue unless an adequate organization has been matured beforehand and made ready to meet pressure when it comes

As September drew to its end without any rain, the anxieties of the Government were confirmed, and the time had come to address the Government of India. Accordingly, on the 30th September the Lieutenant-Governor laid before the Governor-General in Council a premonitory statement of the then existing condition of the Provinces, of the mischief already done by the drought, and the steps taken to counteract it; of the extent of the calamity which might be anticipated if no rain should fall; and of the measures which would be adopted to relieve the severe distress which would then inevitably ensue. In particular the various large projects of railway and canal construction which might possibly be undertaken as relief works were arrayed, and the question of food supply and prices were considered. This latter question had begun to agitate the public mind very much. Various representations were made to the Lieutenant-Governor in connexion with it by local bodies and influential private individuals: the universal feeling in Native society being that the Government should intervene to stop exportation and to regulate prices. The following extract from a letter, which the Lieutenant-Governor caused to be addressed to one of the Oudh Associations, will explain what attitude this Government took up in this connexion :—

“ I am to say, with reference to the first of these proposals, that the Lieutenant-Governor and Chief Commissioner is unable to assent to the proposition that Government should enter into competition with the grain-dealers of the country. So far from being beneficial, such competition would, in His Honor's opinion, be mischievous in the extreme. There is no reason for fearing that private trade will be unequal—while there is good reason for expecting that it will be more than equal—to the task of meeting the demand for grain. It must not be forgotten that the grain trade of the country is of enormous extent; that the free flow of this trade has been immensely facilitated in recent years by the construction of roads and railways (the product of a wise employment of the Famine Insurance Fund); that stocks from other countries are finding their way to remunerative markets here; and that, as the great economist Mr Mill said (in exposing the errors of the proposal which you renew), ‘ though a Government can do more than any one merchant, it cannot do nearly so much as all merchants.’ The intervention of Government, more especially at this early stage, would have the effect of crippling, discouraging and disorganising the existing machinery of private trade for the supply and distribution of grain, without affording any adequate substitute.”

Later on the Governor-General in Council, addressing the Government of Bengal, gave the sanction of his great authority to this view of the question. The result has signally vindicated the wisdom of this decision.

October had now been reached, and with it that state of public feeling which has been described in the foregoing

paragraphs. Famine, though imminent, had not actually declared itself: for the people had in the scanty produce of the autumn crops then being harvested something to live upon. The Government had taken measures sufficient to guard against a sudden surprise and to enable it to deal with distress when and where it should arise; and there was nothing more to be done in this direction until the submission of the replies to the Circular letter of the 21st of September should place the Lieutenant-Governor in possession of the actual condition of each locality. But the state of public feeling was threatening, and every rainless day that passed placed in greater jeopardy the prospects of the spring harvest of 1897. A failure of the spring harvest meant utter disaster. Prompted by the dread of such disaster, the plan was conceived of promoting such an extension of artificial irrigation as would counteract to some large extent the deficiencies in the rainfall, save some of the standing crops, and permit of the spring crops being sown. The Lieutenant-Governor's hope was that if by means of artificial irrigation the cultivators were enabled to sow a substantial area, the winter rains would, under God's providence, come, and bring the crop to maturity in ordinary course. Accordingly, throughout October and until the season for sowing the spring crops had ended, the supreme object of this Government's policy and endeavour was to encourage the people to make the utmost use of the canal systems for irrigating the standing crops and preparing the ground for further sowings: and by means of direct advances of Government funds to cultivators and suspensions of the revenue due from the landlords to stimulate the construction of *kachcha* or temporary wells for irrigation purposes. The results of this policy will be exhibited in figured statements in an appendix; but here it may be said that the success attained exceeded all expectation. In normal years the autumn crop area irrigated from canals is 765,000 acres. In 1896 it reached the great total of 1,240,000 acres. In ordinary years the spring crop area irrigated from canals is 1,219,000 acres. In 1896-97 it rose to 1,880,000 acres. As reported by the Chief Engineer in the Irrigation Department:—

“The estimated value of the crops in 1896-97 raised by this irrigation amounts to nearly 13 crores of rupees, the average value of the crops being taken at Rs. 42 per acre—a sum which exceeds by 50 per cent. the total cost of the canals. One and one-half million tons of edible produce were rendered available as food for the people—a quantity sufficient to feed for 12 months one-fifth of the entire population of the North-Western Provinces.”

In the canal districts the competition for water was so great that only careful executive management was called for whereby the water should reach the fields with the minimum of delay to the cultivators. But on the Betwa Canal, in the Jalaun district, the Lieutenant-Governor thought it prudent to reduce the water-rates in order to induce the people of

that district, unaccustomed to the use of canal water, to avail themselves of the boon. Partly owing to this reduction in water-rates, partly to other reasons, it came to pass this year that the irrigated area in the Jalaun district rose (to quote from the Chief Engineer's Irrigation Report) from about 8,000 acres in 1894-95 to nearly 82,000 acres. The canal watered altogether 87,306 acres in its three districts.

" In these 87,306 acres no crops could have been grown without the aid of canal water. The value of the crop thus produced is estimated to be 23 lakhs of rupees—a sum equal to one-half the capital cost of the canal. The weight of food produced derived from the irrigated area is estimated at 27,500 tons—a quantity sufficient to feed about one-third of the population of Jalaun for one year."

The Betwa Canal is a protective work and pays as yet no interest on its capital; but without it this year it would have been more than difficult to save the Jalaun district.

But great though these results in the canal districts have been, it was in the districts unprovided with canals, in which category all Oudh falls, that the policy under notice of forcing irrigation received its most striking vindication. It is customary for the Government to assist landholders and tenants by making advances of money for the improvement of their land or the cultivation and protection of their crops. Two Statutes are in force which authorize and control advances of State money for these purposes, prominent among which are masonry wells. These wells can be constructed almost everywhere; but their construction is slow and costly; while water for irrigation was wanted at once. In this emergency the full force and influence of this Government was directed to encouraging the construction of *kachcha* or temporary wells. Over very large tracts of country it is possible to construct cheap temporary wells without any masonry lining, supported at most by an interior framework of rough wickerwork or wattle coils. Where such wells are practicable, the tenantry are skilled in their construction and can make them for a small cost. Each well, it is true, serves but a small area, but many wells would irrigate a large area. When it became evident that the rains had failed and artificial irrigation was necessary to save a portion at least of the crops, and to ensure a successful sowing of the spring crops instructions were issued to District Officers to encourage and assist the people in every way to construct temporary wells, and for this purpose and for the purchase of seed grain the sum of 31 lakhs of rupees in round numbers was, with the sanction of the Governor-General in Council, placed by this Government at their disposal. In view of the special circumstances, these advances were to a large extent made free of the interest usually paid. At the same time steps were taken to associate the landlords with the Government in this measure and thus greatly enlarge its

scope. This was effected by suspensions of revenue whereby the landlords were freed from the necessity of pressing their tenants for rents; while the tenants were enabled to spend in wells what they would have, in other conditions, to pay as rent. Moreover many landlords, relieved from the immediate pressure of the revenue demand, came forward to help their tenants. The suspensions of land revenue sanctioned at this time, with the consent of the Governor-General in Council, amounted to 105 lakhs of rupees. Discretion within this limit was given to the Board of Revenue and to District Officers acting under the Board's control: it was however found possible to secure the desired object by suspending one crore of rupees in round figures.

The effect of these measures can scarcely be over-estimated. Not only did the resources thus placed at the disposal of the people enable them to save crops which would otherwise have perished and cultivate land which would otherwise have lain fallow, but the example thus given roused many who, with the apathy of the fatalist, would have sat waiting events and staking their existence on the chance of rain which did not come. Stimulated by the Officers of Government, who went freely among them urging them to exertion, they shook themselves free of their traditions, and encouraged by the prospects of protection and support in their efforts at self-help, the agricultural community rose to the occasion. A census taken by districts gives the number of temporary wells constructed under this stimulus to the enormous number of 550,759. The number of masonry wells constructed is placed at 4,227, and many others were repaired and improved. Other facilities for irrigation, such as embankments and tanks, were largely extended. Altogether it is calculated that the additions made to the various sources of irrigation at the moment were sufficient to protect 1,381,494 acres and produce 465,000 tons of food. The policy of stimulating the construction of temporary wells was thus signally justified by the result.

The moral effects of these measures were scarcely less beneficial than the material advantages. The Commissioner of the Fyzabad division, writing in November 1896, refers to the advances for wells in these words:—

“ I would invite attention to the marked spirit of energy aroused among the agricultural classes by the system introduced of giving timely advances for earthen wells to village communities on the joint security of proprietors and tenants. In many villages a system of co-operative labour has been organized out of the funds so advanced, with the very best results: every man having an interest in seeing that the money is devoted to the purposes for which it was given. The stimulus so imparted has been widespread, and has led indirectly to the construction of many wells other than those paid for out of Government funds. The people have thus responded to the aid so opportunely given them in a manner that must be seen to be realized; and the heart given them has enabled them

to meet the crisis with a spirit that in 25 years' residence in India I have never seen equalled."

The Collector of Cawnpore writes thus, referring particularly to the advances for seed-grain :—

"Everybody was buying corn and nobody would sell at a reasonable price: it was feared that cultivators would not get seed. At this time Government stepped in and gave advances freely. Government officials used their influence with landlords and money-lenders to help their tenants as usual. The moneyed classes, seeing what Government was doing, came forward to give seed. I have no hesitation in saying that if Government had not given advances on a large scale, then the area sown would have been very much less. It was not merely the actual sum distributed which made the difference, but the feeling of confidence engendered. It was the '*Ishbal-e-Sarkar*,' and to use a colloquial phrase, Government was 'backing its luck.'"

Besides the advances made by Government under the Agricultural Loans and the Land Improvements Acts to which reference has now been made, great assistance at this time was given by the operations of the Opium Department. The statistics furnished by the Benares Agency show that advances made for construction and repair of wells during the famine period aggregate about a lakh of rupees and represent an addition of about 37,500 acres to the irrigated area. The other sums paid in advances to poppy cultivators between July and December 1896 amount to no less than Rs. 35,40,000. This very large sum, which represents in effect a vast number of loans made without interest to the cultivating classes, gave most valuable and opportune assistance to a large number of distressed districts. In one of them alone—Rae Bareilly—the villagers received in this way loans amounting to almost 2½ lakhs of rupees. Later on in the spring of 1897, when the opium was gathered and weighed in, payments were made to the cultivators aggregating over 8½ lakhs, and when the accounts were finally closed in October the further payments then made came to about 13½ lakhs. Besides these large sums about 34½ lakhs were advanced from August to October 1897 on account of the coming crop. The cultivators of these Provinces were thus financed during the Scarcity period by the Opium Department to the extent of nearly 168½ lakhs of rupees (equal to over one million sterling at current rates of exchange). Nearly all these transactions took place in distressed districts, as poppy is not grown in the Meerut and Kumaun divisions, which alone escaped the famine.

Satisfactory as was the material outcome of these measures, their moral result in securing the peace and order of the community was no less beneficent. By this time the people had begun to realize their position. The autumn crops had failed disastrously in extensive regions; the spring crops were threatened with equal failure; prices had already reached famine height; stocks had run low, and the food supply at any price seemed precarious to many. The people found themselves

face to face with a famine, and by their traditions a famine meant starvation, death or wholesale migration. State relief on the scale that has now been given had not entered into their conceptions. A feeling of apprehension and unrest had arisen which had its dangerous aspect. There were ominous signs that a spirit of turbulence was growing among those classes who would not quietly submit to starve while there was food for others. In other famines such signs have found visible shape in gang robberies, incendiary fires which give opportunities for plunder, food-snatching from shops, the multiplication of petty thefts; and have been reflected in the panics which led grain-dealers to close their stores. Some of these crimes occurred in these Provinces in October 1896, but they were never aggravated; and the authorities were prompt and powerful to repress them. But to Government, watching the signs of popular feeling, they were significant and disquieting. At this crisis the action of the Government which has been now described turned the minds of the people to peaceful pursuits, supplied them with means to secure a substantial part of the harvest which nature was denying, and by ensuring a crop to watch and tend and reap, bound them to their homes. Above all it created a feeling of confidence that Government was alive to their difficulties and prepared to protect and assist them with all its great resources. The forces which make for order were rallied and the bonds of society which showed signs of relaxation were drawn tight again. Thenceforth crime ran in the ordinary lines, as will be shown in the sequel. Offences were, it is true, far more numerous than in times of plenty; but they were mostly pilferings, the work of individuals rarely moved by a common or concerted motive, and not the outcome of a spirit in which the body of the people shared or sympathized. The community as a whole displayed a spirit of patience and discipline so admirable and so general, that it was deemed unnecessary to strengthen, to any appreciable extent, the ordinary police force of the Provinces. On the great Public Works which found employment for more than a million and a quarter of people order was preserved by the people themselves.

One other protective measure should be noticed here. When it became apparent that there would be an extensive failure of the ordinary crops, District Officers were consulted as to the desirability of encouraging and assisting the cultivation of quick-growing vegetables, which mature rapidly and yield a large outturn in a small area—an important point where water for irrigation was scarce. The general opinion was favourable to the proposal, and carrot and potato seed were selected as the most suitable and generally used. Potato seed was procurable from the hill districts and other localities not affected by scarcity in sufficient quantities. Indigenous

carrot seed was also to some extent procured and distributed among the people; but the quantity available proved quite insufficient to meet the demands of District Officers, and indents were made on the Government of India and the Secretary of State for large quantities of European seed. The response was prompt and helpful, but the larger portion of the consignments arrived late. It was found that the imported seed requires the whole cold weather to mature and must, to be thoroughly successful, be in the ground by October. The portion of the English seed which arrived first turned out moderately well; but on the whole the seed did not yield the results which were hoped from it. The real value of this resource in time of famine will not be known till the coming year shows the outturn of the seed which remained unsown, and which has been held over for timely planting this year.

The indigenous or acclimatized carrot seed germinated excellently, and though the potato seed did not do so well in some districts, yet the general result proved most beneficial. An unusually large quantity of cheap and wholesome vegetables became available in advance of the ordinary spring cereals, and made a timely and valuable addition to the food supply of the people.

Reference has already been made to an important measure of relief: namely the suspension of portion of the land revenue; but a more detailed reference to the matter is desirable. The land revenue instalments which are paid out of the proceeds of the autumn harvest fall due in these Provinces, generally speaking, in November and December. When the time for collection drew near, it became evident that in the distressed tracts many of the poorer proprietors would be unable to meet their liabilities or would be able to meet them only by recourse to the moneylender. Lenience in enforcing the claims of the State on revenue-payers was clearly necessary, and accordingly inquiries were set on foot and the resources of the revenue-payers and their claims to consideration were duly weighed. In districts and villages where the crops had succeeded the high prices of produce placed both tenants and proprietors in a position to meet their engagements with unusual ease. Where the crops had failed, the condition of the agricultural community called for moderation in enforcing the State demand. In the end sums aggregating in round figures one crore of rupees were suspended out of the autumn demand and held over for future consideration.

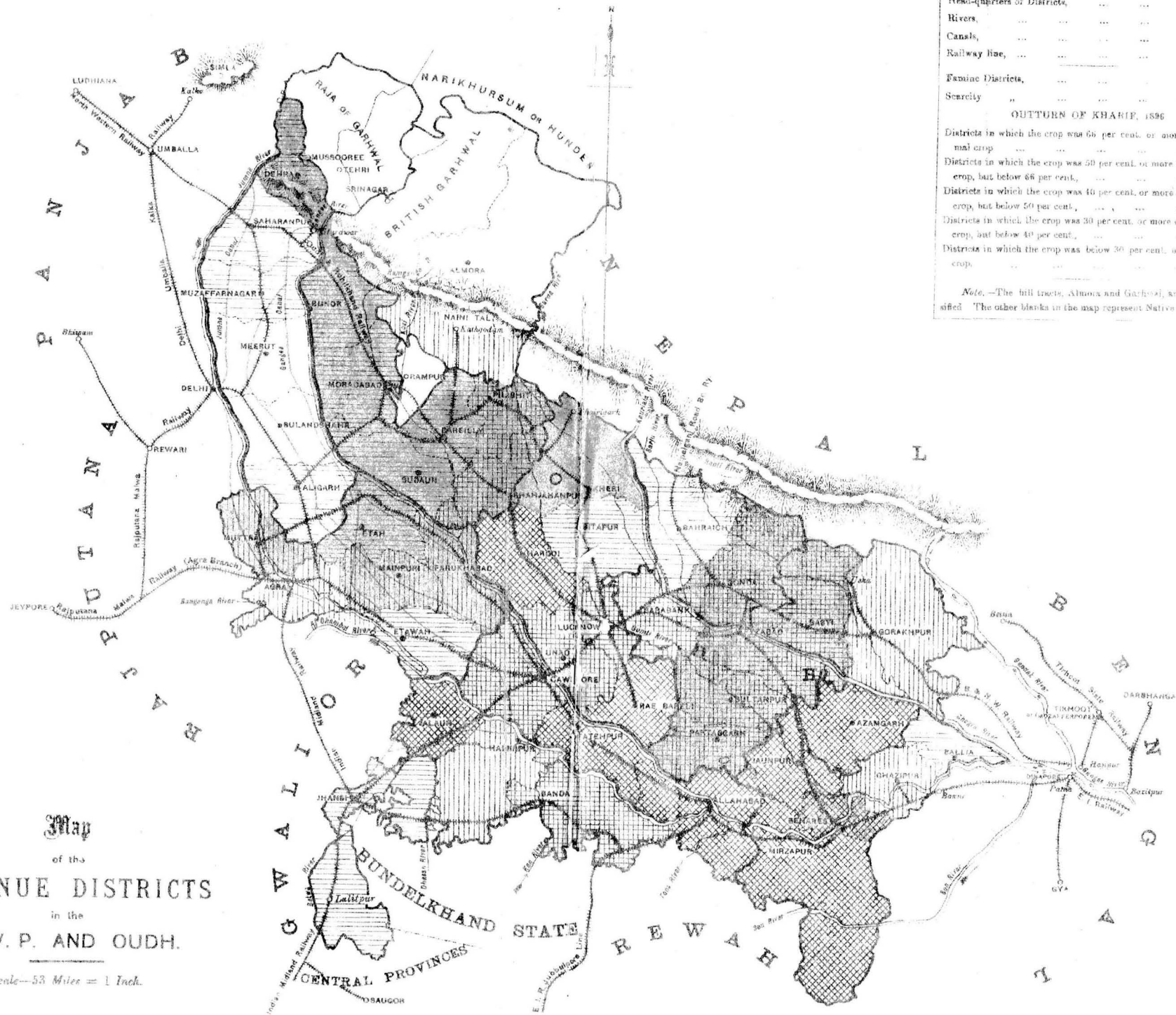
Later on, when the spring instalments of revenue fell due in May and June 1897, further suspensions were made, aggregating about 44½ lakhs of rupees, while fresh enhancements of revenue in Oudh, amounting to about 3 lakhs of rupees, were postponed. The total suspensions made on the autumn and spring land revenue instalments amounted, therefore to nearly one and one-half crores of rupees.

This large measure of relief had an excellent effect on the capacity of the people to withstand the pressure of hard times. It saved the landholder from grave embarrassment, freed him from the necessity of contracting debt, and left him in a better position to assist his tenantry. It saved the tenantry from the full pressure of paying their rent. By the law of the North-Western Provinces the suspension of revenue to the landholder carries with it a suspension of double the amount in rent to the cultivator. Though no such provision exists in the Oudh law, yet the proprietors were at least relieved from the necessity of forcing on their rent collections, and but few instances have come to the Lieutenant-Governor's notice in which the Talúqdárs of Oudh have not shown to their tenantry the same lenience which Government has shown to them.

Since the termination of the Famine the Lieutenant-Governor has, in conference with the Board of Revenue and in the light of the most recent local information on the state of the country and condition of the people, considered how far these suspensions should be entirely remitted and written off the Government accounts as irrecoverable. The country had passed through a trial of very great severity; and although wonderful recuperative power had been shown, there was no doubt that cultivation and industry would be depressed by the burden of debt, while it would be stimulated and encouraged by the reduction of the arrears within moderate limits. The conclusion arrived at was that, subject to the approval of the Government of India, offers should be made to the landlords to write off 60 lakhs, or about 42 per cent., of the arrears on condition that the remissions were passed on to their tenants in accordance with the relevant provisions of the law referred to above. The Governor-General in Council has now signified his approval of this liberal measure of remission. The balance of the arrears will be collected by instalments commencing from next spring and extending over two years. Thus the land-owning and cultivating classes of these Provinces will be enabled to replenish their grain stores from the present abundant harvest and to face the future with cheerfulness.

Map
of the
REVENUE DISTRICTS
in the
N.-W. P. AND OUDH.

Scale—53 Miles = 1 Inch.



REFERENCES.

| | |
|---------------------------------|-------|
| Divisional Boundary, ... | ..... |
| District Boundary, ... | ..... |
| Head-quarters of Districts, ... | ..... |
| Rivers, ... | ..... |
| Canals, ... | ..... |
| Railway line, ... | ..... |
| Famine Districts, ... | ..... |
| Scarcity, ... | ..... |

OUTTURN OF KHARIF, 1896

| | |
|--|-------|
| Districts in which the crop was 65 per cent. or more of a normal crop, ... | ..... |
| Districts in which the crop was 50 per cent. or more of a normal crop, but below 65 per cent., ... | ..... |
| Districts in which the crop was 40 per cent. or more of a normal crop, but below 50 per cent., ... | ..... |
| Districts in which the crop was 30 per cent. or more of a normal crop, but below 40 per cent., ... | ..... |
| Districts in which the crop was below 30 per cent. of a normal crop, ... | ..... |

Note.—The hill tracts, Almora and Garhwal, are not classified. The other blanks in the map represent Native States.

CHAPTER IV.

Extent of the failure of the "kharif" or autumn harvest of 1896.

In the preceding chapter the nature of the failure in the monsoon of 1896 and the efforts made to counteract its worst effects have been stated: it is now necessary to display the effects which the failure produced on the autumn crops which form the chief sustenance of the poorer classes of the people of these Provinces; and in the prospects of the ensuing *rabi* or spring crops.

The reports of the various Commissioners and District Officers, rendered in response to the call made on 21st September, and subsequently supplemented by detailed statistics furnished by the Agricultural Department, showed that, generally speaking, the harvest was good in the Meerut division and in the canal-irrigated parts of the Agra division; that there was considerable failure in the remainder of the Agra division, in part of Rohilkhand, the north of Oudh, and parts of the Benares district; still more severe failure in the rest of Rohilkhand and parts of the Gorakhpur, Fyzabad, and Allahabad divisions, and that the failure was greatest in the Lucknow division and in outlying districts to the east and south. The area least affected contained about 12,000 square miles with a population of about six millions: the area of considerable failure consisted of something under 25,000 square miles with a population of 12½ millions. The area of severe failure covered 31,000 square miles with a population of something over 13½ millions, while the area of greatest loss contained something over 25,000 square miles also with about 13½ million people. The area of the Kumaun division is excluded from these calculations, as from the beginning its condition was not such as to cause disquietude.

In the first of these four portions the autumn harvest yielded not less than three-fourths of the normal outturn, and here no difficulties were experienced except such as arise from sustained high prices; in the second portion the outturn varied from one-half to three-fourths of a normal yield; in the third portion the outturn fell between one-third and one-half; but in the fourth portion the outturn did not exceed one-third of an average harvest with considerable areas of total failure. The circumstances of Bundelkhand, however, which had suffered from famine in the spring, summer, and early autumn, and which thus entered on the period of greater stress with greatly reduced resources, call for its classification with the worst portion, although in three out of its four districts the

outturn of the autumn crops slightly exceeded one-third of an average harvest. In this way the area of greatest failure may be regarded as covering about 35,000 square miles with a population of 15½ millions.

An estimate has been framed by the Director of Land Records and Agriculture, which aims at showing how far the actual outturn of the autumn harvest fell short of an average outturn. In this estimate due allowance is made for the failure of those crops which, though included in the sowings, never bore fruit. The best calculations which can be made on this basis show that the outturn of food crops of the autumn harvest was only 39.25 per cent. of an average yield. Sugarcane and the *arhar* pulse have not been included in this estimate, because, though sown with the autumn crops, they are gathered with the spring harvest; but the estimate includes the area of the larger millet (*jowar*) recorded as "food crop." This millet is, however, also very largely grown as a fodder crop, and it happened this year that a great deal sown for food was eventually cut for fodder. It is a large crop, and if allowance is made for the transfer from food to fodder area, the total provincial outturn of the autumn harvest will be reduced to 38 per cent. of an average harvest.

Though the heaviest failure was in rice, yet it has not followed that the largest rice-growing districts were the most seriously affected. Rice is always a more or less precarious crop, being dependent not only on sufficient but on timely rainfall. The failure of a single crop does not involve acute distress, as a full rice harvest will carry the cultivator through one or two poor seasons. But in many districts the harvests before 1896 had been poor, and it was in those districts where the people had been impoverished by several successive years of deficiency that the failure of the autumn crops of 1896 was followed by the most serious consequences which this narrative discloses.

The Director of Land Records and Agriculture has submitted estimates quantifying the loss of food grain thus caused. A great deal of uncertainty enters into all quantifications of crop outturn or crop failure, and nothing more than an approximation to the truth can be claimed for them. But with this qualification it may be said that in an average year the total yield of food grain from the autumn harvest in these Provinces is estimated to be 5,370,000 tons. Last year the yield was about 2,055,000 tons. The loss was therefore 3,315,000 tons, which at normal prices may be valued at not less than 16½ crores of rupees (about 11 millions sterling at current rates of exchange). If it be remembered that the coarse rice, the great and lesser millets, and the maize, all of which are autumn crop staples, furnish the ordinary food of the poorer classes, it will be at once perceived what a terrible disaster had overtaken the Provinces.

The forecast of the ensuing spring crops increased the gloom, as the area of the spring sowings was estimated at this time to be only 58 per cent. of the normal cultivation. Fields which had not been ploughed while the rains still continued became baked and would not yield to the share. This was specially the case in the double-cropped lands, for the rains had ceased before the autumn crops could be removed from them. To a great extent they had to lie fallow. Even where the land could be ploughed, the dry and heated soil was adverse to the germination of the seed. The gram crop, which is the earliest sown and is a coarse staple largely consumed by men as well as by animals, suffered so severely that later on its price exceeded that of wheat. It was in this emergency that the construction of temporary wells already referred to was forced on; and even this resource—the unusual and forlorn resource of irrigation to secure the spring sowings—was contracted by the extraordinary demand for water to irrigate the standing crops. In the canal districts, where a large supply of water was available, the area usually watered for the purpose of sowing is quite inconsiderable: in 1896 almost the entire irrigated area (1,888,125 acres) was so treated, although in these districts the later rains had not failed so completely as elsewhere. On the whole, there were at this time serious apprehensions that the failure of the autumn harvest would be followed by an equal or even greater failure of the spring harvest.

The extent to which each part of the Provinces suffered from these adverse conditions will be shown hereafter in more detail. But here it may be noticed that the deficiency of the rainfall and the other obstacles to the cultivation of the spring crops pressed most heavily on the unfortunate Bundelkhand districts, where the area sown for spring reaping varied from about one-fourth to one-half of the usual extent, and what was sown remained much more dependent here than elsewhere on the further rainfall for its security. By the same fatality the afflicted district of Hardoi came off worse than any of its neighbours in Oudh or Rohilkhand. One-half its fields remained unsown.

All these facts bear witness to the severity of the failure in the autumn and to the poor prospects of the spring harvest, and taken in conjunction with the agitated condition of public feeling which prevailed, they placed beyond doubt the imminence of a great famine in large regions and scarcity in the rest of the Provinces. Opinions differed as to the degree of destitution which would prevail before the next year's harvests should have replenished the food supply, but District Officers were satisfied that if widespread mortality from starvation was to be avoided, Government would have in the interval to support for six months a daily average of it

might be one million, or it might even be nearly two millions of souls. The least sanguine estimate placed the maximum number that would require relief for one day at 335 millions: while even the most sanguine estimate did not place this number at less than two-thirds of that appalling total. The numbers that actually came on relief were 284 millions, exclusive of 30 millions more relieved from the Indian Charitable Relief Fund.

CHAPTER V.

Organization of the Relief System.

SUCH was the state of affairs when in the end of October the Lieutenant-Governor commenced his tours through the famine and scarcity districts, which with necessary intermissions lasted till the end of July 1897. The objects of the first tour were these. In the first place the Lieutenant-Governor wished, being himself newly come to the Provinces, to make the acquaintance of every gazetted officer on whom, each in his own sphere, would devolve the duty of carrying out the relief system according to the principles of the Famine Code or the orders of Government. In the serious business on which all were entering success might often depend on the choice of particular men for particular duties and on the establishment of harmonious relations between the Head of the Government and the local officials. (In testimony to the high average of administrative capacity possessed by the services of these Provinces be it here said that the Lieutenant-Governor during the entire campaign hardly ever found it necessary to remove any officer from the position in which the previous accident of service had placed him.) But the chief objects of the first tour were these—in conference on the spot with the officers of each division, the Commissioner, District Officers, Sub-Divisional Officers, Police Officers, Medical Officers and officers of the Public Works Department, to examine again in detail the condition of each district in turn; to gauge in the light of the agricultural statistics for each district, which had now been verified, the degree of crop failure and the extent of the impending distress; to fix the strength of the establishments which to begin with (for they were expanded afterwards with the rise of pressure) were necessary to dispense relief and conduct the administration; to scrutinize the programme of relief works and guard against any works—except works of public utility—being undertaken from public funds; to assert the principle that the Commissioner should have within his division control of all relief agencies (his control over the Public Works Department not, however, extending to professional matters), and the Collector similar control within his district; subject to the preceding principle to allot to the Public Works Department its proper sphere of action and to Civil Officers their legitimate field of activity; to prescribe the functions of the Civil Officers and their subordinates in promoting village relief works, stimulating private charity and controlling the great field of gratuitous relief; and to establish independent local relief committees as an auxiliary to official endeavour. Generally speaking, the Lieutenant-Governor wished in these early

tours to receive suggestions, explain his own views, and decide doubtful points in the light of the best local knowledge.

The preceding objects were concerned chiefly with the organization of official action; but the Lieutenant-Governor was specially anxious to bring the Government from the very beginning into close touch with the landlords of each district and to associate them each in his own estate with the Government in the administration of relief and especially in bearing part of the cost of and the carrying out of village relief works. With this object informal darbárs or conferences of landlords and other influential local residents were held at all divisional headquarters: they were repeated afterwards at district stations for the particular district. These darbárs or conferences were very largely attended, and resulted in the establishment of cordial relations between the authorities on the one hand and the landed proprietors on the other, whereby the administration of relief has been much benefited. At these conferences the landlords were not slow to represent their own difficulties, which in many instances were further explained at private interviews with the Lieutenant-Governor, and the information thus gained was of great use in enabling the Government to see how far joint action and responsibility with the landlords was practicable and to decide on the precise extent to which the collection of the land revenue should be suspended pending the advent of better times.

The result of the Lieutenant-Governor's first tour was reported to the Government of India on the 23rd November in a letter which, with its appendices, displayed in detail the exact position of each district in regard to the failure of the autumn crop; the prospects of the spring harvest; the state of the markets; the anticipations of famine or distress; the magnitude of the difficulties to be dealt with; the manner in which the Provincial Government intended to deal with them, and other relevant circumstances calculated to place the Governor-General in Council in possession of all the facts of the situation. This letter with its appendices was subsequently published in the *Gazette of India* for general information.

It will be convenient at this stage to describe in some detail the relief organization which has been adopted in these Provinces: for although it followed in the main the principles of the Famine Code, experience dictated the necessity of various additions to, and modifications of, the Code rules. These additions and modifications were introduced at various times on the suggestion of actual practice and necessity, and it was not until February 1897 that the system assumed in all respects its final shape. But the following description will give the finished product without regard to the sequence of improvement or development.

The principle which guided and inspired the administration of relief was at an early date declared in the following words :—

“The only limitation to the relief to be given will be the necessities of the people.”

It is believed that this principle is reflected and preserved in each branch of the relief system of these Provinces now to be described. But the task of making each department instinct with this principle, and at the same time safeguarding it from dishonesty and lavishness, committed the Administration to constant struggles with chicanery and deceit. It is not suggested that assistance never reached those who might have dispensed with it, or that it was never intercepted, or that imposture was always unsuccessful. To the importunacies of the multitudes to be dealt with, there was no limit or restraint, while rapacious subordinates could not always be at once detected. But as the staff settled down to their work, the opportunities for deception or speculation were narrowed down, till it is believed that from an early stage of the operations but little Government money reached the hands of any who did not stand in real need of it.

The relief system prescribed by the Famine Code may be classified as follows :—

- I.—Employment on large relief works entered on the administrative programme (Article 17 of the Code) and controlled by the Department of Public Works.
- II.—Employment on small relief works (Article 65 of the Code) controlled by District Officers.
- III.—Employment at their homes for indigent respectable people who are incapable of labour on relief works or debarred by national custom from appearing in public.
- IV.—Gratuitous distribution of relief in poorhouses, State kitchens and hospitals to the poor and infirm unable to labour, until they had become fit to labour, or to be sent back to their homes
- V.—Gratuitous distribution of relief at their homes to persons who are unable to labour and are reduced to distress.

RELIEF WORKS.

The first, and numerically the most important, form was relief works designed to afford employment to all who could not find it elsewhere and could not subsist without it. It was a cardinal principle of relief administration in the North-Western Provinces and Oudh that some labour should be exacted from everyone seeking relief who was not incapacitated for work by age or infirmity, or in rare cases (chiefly in case of women) by social status. From the able-bodied a full task,

from the weakly and from the children over 7 years of age a smaller task, graduated according to their various capacities, was required. This was the key-note of the system, and in judging of the system's material results, should not be forgotten. In pursuance of this principle vast numbers of inefficient labourers have been employed (to the lowering of the outturn of work done per rupee of expenditure); but it was deliberately decided that in the best interests of the people themselves industry should be encouraged and idleness or sloth discouraged. The best proof of the complete success of the policy adopted is to be found in the fact noticed in the sequel, that the relief works had no attraction, and that on the first opportunity the people returned, undemoralized and with cheerfulness, to their ordinary avocations.

Relief works were divided into two classes: (1) large projects of general utility affording employment to usually not less than 5,000 labourers, the bulk of whom were obliged to leave their homes and reside on or in the neighbourhood of the works; and (2) lesser projects, serving some local purpose and affording occupation to a smaller number of workers in the neighbourhood of their homes. The former class were managed by the Public Works Department: the latter were controlled by the District Officer through his immediate subordinates or through the resident village proprietors. In both alike earthwork was the almost universal employment as being the only one suited for unskilled labour. The embankment of roads and the excavation of tanks were the chief projects selected.

The first step on a large work is to divide the work-people into gangs containing a certain number of groups of diggers and carriers (usually one digger to three carriers), and aggregating about 60 effective workers. To each gang is assigned a certain measured task, calculated to represent a reasonable day's work for average unskilled workers, and this task is usually subdivided among the component groups. Weakly persons are assigned proportionally smaller tasks. When the allotted task is finished, the labourers are free to go, having earned the daily wage calculated, on a sliding scale according to the price of grain, as sufficient to purchase a day's ration. Under this system it is not open to the labourers to earn a higher wage by doing a larger task. If the allotted task was not completed, a proportional deduction was made from the wages of the entire gang or of the group of labourers who were at fault, subject to a minimum which represents a penal or bare subsistence ration. Below this wages could not be reduced. The object of the arrangement was to secure to each person sufficient to maintain life in return for a reasonable task, and at the same time to make the work unattractive to persons who could support themselves or find employment elsewhere. The system did not enable

workers to earn enough to support those helpless members of their families who must remain with them and cannot earn their own living. Gratuitous relief was accordingly provided at the works for those dependants who, from age or infirmity, were themselves unable to render any task. The great bulk of the dependants were young children who formed about 90 per cent. of the whole dependant class. Dependants were paid on the lower scale provided for non-workers. They have naturally been more numerous at some places and seasons than at others; but from first to last the provincial average was one dependant for every five workers.

The Famine Code lays down that "while in the late stage of a famine 'large works' will be the backbone of the system of relief, small works should be utilized in the early days of a scarcity" From this principle the Lieutenant-Governor found it desirable to depart, for reasons which were duly communicated to the Government of India. While utilizing small works at all seasons to meet urgent demands for relief, he found it advantageous to employ them chiefly when the advance of the hot weather and the scarcity of water or the outbreak of cholera had, in many localities, rendered it difficult or dangerous to keep large crowds of workpeople assembled in one place. But from the time famine declared itself till the works were finally closed, large works as a rule formed the backbone of the system wherever there were large numbers seeking employment and no natural obstacles, such as dearth of drinking water, interposed to render such projects impracticable. It is far easier to provide on large works than on small works that unceasing supervision of European officers which is essentially necessary to preserve proper organization.

The form of relief employment above described was restricted to "famine districts," that is districts in which distress was acute. But in "scarcity districts," that is in regions where distress was less severe, another form of relief work was employed which stands half-way between the Famine Code works just described and the system of contract labour by which public works are executed in ordinary years. It has been designated the "Intermediate system." A full description of the circumstances which led to its adoption will be found later on; but here it may be said that the essential difference between it and the system prescribed by the Famine Code is the substitution of piece-work for task-work and the exclusion of the minimum wage. Rates are prescribed and payments made according to the amount of work done; but a maximum task is fixed which limits the amount that can be earned in one day. The amount earned is divided between the diggers and carriers according to a fixed scale. The object of the system is to secure a proper outturn of work for the money paid, to prevent the congregation of a large number of ineffective workers, and to encourage

or enforce industry. At the same time the maximum task operates to prevent earnings becoming more than sufficient for reasonable subsistence. Under this system free doles are not given to dependants of the works, but the rates and tasks are so fixed as to permit workers earning enough to support the non-working members of their families. In some localities where this system was enforced it was found necessary to distribute free rations of cooked food to the very young children of the workpeople. This additional relief was not necessitated by any deficiency in the rates of earnings, but by the callous neglect of their children by parents whose natural instincts were weakened by continued scarcity. The same necessity arose sometimes on Code works and even in home relief where the cash doles given to children were appropriated by their parents, and the authorities were compelled to substitute cooked food and see it eaten by the children in their presence. This method of relief was known as State kitchens. To these arrangements, which illustrate, with perhaps a lurid light, the difficulties against which Relief Officers had to contend, thousands of little children owe their lives.

Besides the relief works carried out by the officers of the Public Works Department a number of relief works were executed by private persons, either in a purely charitable spirit at their own expense or with the assistance of subventions by Government. Both alike usually took the shape of improvements in the estates of the persons concerned, the most common being the excavation of tanks. The former were entirely under private management. For the latter the cost of the project, according to official plans and estimates, was advanced by Government and an engagement taken from the person receiving it to repay within a certain time a fixed portion, generally one-half, of the entire outlay. The management of the work was left to the proprietor; but he was bound to pay labour at specified rates, and the work was kept under regular inspection to ensure that the funds were properly applied and the relief afforded to those who required it.

HOME EMPLOYMENT.

One more form of relief work remains to be enumerated. Women of a respectable class accustomed to support themselves wholly or in part by needlework, embroidery, and kindred occupations, men of good birth, unused to any form of labour, decayed families whose scanty means were outrun by famine prices—for such classes home work of a suitable character was provided without the loss of self-respect involved in the acceptance of charity. No class of the community demanded more commiseration than these patient sufferers, who would starve and die in silence rather than seek or accept alms. Such persons were sought out and relieved through the agency of private persons of their own community. This form of relief was most commonly required in

towns, and the cost was largely met from private subscriptions and the Indian Famine Fund, assisted by liberal State subventions. But the agency of distribution was under official control.

In several cities arrangements were made to find work at their own trades for artizans, chiefly weavers, whom the prevailing distress had deprived of employment. In Benares in particular, which contains a large community of impoverished weavers, numbers were thus enabled to carry on their ordinary occupation

GRATUITOUS RELIEF.

In the ways enumerated above, employment was provided for all who required relief and were able to work. But beyond these is a great multitude of persons who are unfit for labour and accustomed to rely on others for their subsistence. Such persons do not comprise merely the ordinary mendicants who trust to the charity of the public, but also the helpless members of families who in all countries are a burden on their natural protectors. What may be called domestic charity is very far-reaching in India: it requires that those of all classes who have means should support or assist their distant relations, connections, and even caste brethren, who in Western countries would be left to State relief. This social piety is in fact the Indian substitute for the poor law of England.

For the members of these classes who were unfit for work it became necessary to provide gratuitous relief. As distress intensified and the resources of the people became exhausted, the efficiency of private and domestic charity was weakened. The poor were less and less able to support their poor dependants, and State intervention became necessary. Gratuitous relief was provided in different forms. One has been already described—the grant of free doles to the dependants of labourers on relief works. The rest may be divided under the two heads of the *poorhouse* and the distribution of *outdoor or home relief*.

Poorhouses were established at all district and sub-divisional headquarters in famine districts and in suitable centres in the districts which were less distressed. They were open to all who were willing to submit to the test of residence and the necessary discipline. Except in the few cases where a suitable structure was already available, the buildings were of a temporary character, constructed on certain uniform principles to secure the health, safety and comfort of the inmates. Arrangements were made for cooking, sanitation and conservancy. Hospital accommodation and medical aid were provided, and clothes or blankets were supplied to those who required them, either at State expense or at the cost of the Indian Famine Fund. Though every

care was taken to avoid caste objections and to secure the well-being of the inmates, yet poorhouse life was always repugnant to the people generally. The inmates consisted so largely of persons broken down by disease or infirmity that the institutions might have been more correctly described as infirmaries. Whatever there was of repulsive or shocking in the aspects of the famine, was to be found in the poorhouses, which, broadly speaking, were asylums for the reception of starving vagrants or homeless cripples.

The place occupied by the poorhouse in the scheme of relief operations was that of receiving house or temporary shelter for all who could not be otherwise relieved. The only permanent inmates were the infirm vagrants. The rules required the District Officer to sort out periodically the inmates of the poorhouse, to draft to the relief works those who were capable of labour, and to send to their homes those helpless ones who had any fixed residence, there to be brought on the village relief lists. In this way it was designed that the gratuitous relief system should consist, broadly speaking, of two great forms: *first*, relief on works for all in need of relief who were able to labour and their dependants; *second*, relief at their homes for all unable to labour, but in need of relief. The poorhouse remained then the refuge of the homeless infirm from whom it was hardly ever possible to exact labour. But when the inmates could work they were made to work.

It may here be also stated that the orphans and other deserted famine waifs were collected, generally at district headquarters, in an orphanage, where they received special treatment. After a short residence the children were found to improve immensely in health and physique.

Outdoor or home relief required a very elaborate organization and a very extensive agency. Its aim was to seek out in their own homes all those who had been deprived of their ordinary means of support and were unable to work for their living, to test the reality of their claims, to bring them on a free list, to arrange for the regular payment of the allowances which, according to the fixed scale, might be found necessary for their support, and to strike off their names as soon as they appeared in a position to earn their own support or to claim it from any one able and bound to maintain them. These operations were carried out in every village in the famine districts, covering an area of 44,000 square miles with a population of 20½ millions, and with less exhaustiveness in the "Scarcity" area of 28,000 square miles with a population of 14½ millions.

The task was a comparatively simple one in towns where the people were collected within narrow limits and where voluntary agency was largely available. But for the

rural tracts the task was so enormous that it could not have been effectively and economically discharged without the agency already existing in these Provinces for the purposes of revenue and general administration. For fiscal and executive purposes the North-Western Provinces and Oudh are divided into divisions varying from about 10,000 to 17,000 square miles in area and presided over by a Commissioner. These divisions are again divided into districts with an average area of about 2,000 square miles and controlled by a Collector-Magistrate or District Officer. Every district is subdivided into subdivisions called *tahsils*, which again are split up into blocks or circles called "*kanúngo's circles*," and these *kanúngo's circles* are again subdivided till the village or a group of hamlets is reached. The village is under the charge of a "*patwári*" or village accountant, who is a Government official, resides permanently in his village or group, and is personally acquainted with all its inhabitants. Over each circle of villages is a *kanúngo* or revenue supervisor and over each group of circles or *tahsil* is a *tahsildár*. One or more "*tahsils*" are under the executive charge of a superior officer, an Assistant or Deputy Collector.

This organization, which was taken as the basis of the relief system, was utilized to the fullest extent. Instead of attempting to introduce a new and special famine organization the original framework of the district administration was maintained and strengthened. Even the usual nomenclature with which the people and the officials are familiar was retained. The original relief circles coincided with the *kanúngos'* (revenue supervisors') circles—the *kanúngo* became the circle officer, and the special staff appointed to the same duty were styled additional or assistant *kanúngo*. Even the officers in civil charge of relief works were known as relief *náib* (or assistant) *tahsildárs*, and special relief officers of a superior grade were designated relief *tahsildárs*. The existing district staff was everywhere utilized to the fullest extent in carrying out relief measures.

In these and other ways it was sought to work on lines with which the officials and the people were acquainted, to preserve official designations which in the people's minds imported a definite degree of responsibility, and to avoid the difficulties which might have arisen in building up an organization which would be unfamiliar to those who had to work it, and might be viewed with suspicion by the people. It was rarely found necessary to increase the "*patwári*" staff or to subdivide the territorial unit entrusted to these officials. But the number of revenue supervisors and assistant *tahsildárs* was largely increased, each class being as far as possible recruited from the grade below, so as to secure the advantage of local knowledge and experience while stimulating zeal by promotion. Trained men were also drafted from districts not

affected by distress, and the services of approved candidates for Government service were freely utilized. The extent of country controlled by these officers, each in his own grade, varied in extent according to the physical conditions and intensity of distress in each district. Where communications were difficult or when the prevalence of acute distress required close and sustained scrutiny, the area and population under each officer were narrowed down to limits he could effectively control. Under different conditions, larger charges, it was found, could be managed by a single officer. The organization was commenced early in the famine by taking in every case the supervisor (kanúngo) circle as the unit, and these were subsequently subdivided and additional kanúngos appointed where circumstances demanded according to the growing pressure of distress. As the hot weather and rains drew on, and travelling became more difficult the charges were further narrowed. In the 19 districts officially recognised as famine-stricken there were 467 circles with an average area of 95 square miles and population of 44,000. In the 18 districts classed as "scarcity districts," there were 225 circles averaging 125 square miles in area and 64,000 in population. Within these original circles again sub-circles were formed as pressure increased and it became necessary to lighten the charges.

The rules drawn up to guide officers in determining the proper recipients for gratuitous home relief are printed in the Appendix. Briefly it may be stated that lists were primarily drawn up by circle officers with the assistance of the village accountant and head-man, the proprietor or his agent, and respectable inhabitants of the place. These lists were made the basis of the subsequent procedure, which was as follows. The whole population of each village in turn in the distressed districts was mustered excepting those whose sex and status forbade them to appear in public. Those who were absent from the village were first accounted for. Then those present who were fit objects for relief were sifted out, and after due inquiry placed on the free list either as permanent or temporary recipients of relief. A *panchayat* or committee of the respectable inhabitants of the village was then formed, and the claims of the "*parda-nashin*" women and others of that class were considered and allowances were allotted when deserved and required. Thus the entire population of the village—men, women, and children—were passed under review, so that no individual might escape notice or suffer from want of food. The lists so framed were tested and corrected by the superior staff visiting each village in turn, and were in all cases brought under examination by a European officer of the covenanted or commissioned grades. Recipients were furnished with printed tickets corresponding with the lists and showing the amount of relief to which they were entitled. Thereafter each village was visited so far as

possible once every week or ten days by the circle or other superior Relief Officer whose duty it was to review the lists, muster the recipients (excepting women who could not appear in public), remove the names of those no longer entitled to relief, and bring on the lists any new persons who might be shown to be eligible.

The allowances were distributed in weekly or fortnightly doles through the village accountant, head-man or landholder nominated for the purpose, and it was the duty of the circle and supervising officers to see that no fraud was practised on the recipients or on the State.

This village relief was ordinarily given in cash. But, as explained in the case of dependants of workers, it was sometimes found necessary to provide relief in the shape of cooked food for children neglected and starved by parents who appropriated the cash doles for their own uses. In such cases kitchens were established at suitable centres and food distributed to the children who assembled to receive it.

In cities committees were formed consisting of official and non-official members, and directed by the District Officer or City Magistrate. The various quarters or wards of the city were divided between the members, and a house-to-house visitation established to ascertain the persons who stood in need of relief. The great bulk of these were persons, chiefly women and children, of respectable position whose occupation had failed from the pressure of hard times or whose scanty means no longer afforded a subsistence at the high prices prevailing. Such persons were disabled by the custom of the country and their family pride from appearing in public or asking charity. It was in numerous cases even a task of much difficulty to induce them to accept relief or to present it in a form which they could accept without loss of status and self-respect. Considerable difficulty was experienced at first in establishing this system of home relief.

The difficulty was enhanced by the mistrust which attaches to a measure for which there was little precedent, and whereof the motives were imperfectly understood. To mistrust was added the difficulty arising from caste. Many destitute people refused relief at first from fear that it would be followed by expulsion from their brotherhood. Curiously enough these cases were observed among the lower castes and were not confined to people who had a social position to forfeit. It required much judgment and infinite patience to meet both these unreasonable objections and the more reasonable ones based on a commendable feeling of self-respect and independence. For many women of the better class home employment was provided in the shape of needlework, embroidery, and the like, or a market was found for their work. Every city contains houses of good and even imposing appearance, the survival of past wealth, with inmates sunk in the direst poverty. Not even the nearest neighbours or distributors

of relief always knew the amount of silent suffering concealed within such walls. Many devices were employed to ascertain such cases and convey relief in an unobtrusive or secret way, and in the shape least calculated to hurt the susceptibilities of the recipients. In work such as this the services of native gentlemen and of European gentlemen and ladies connected with the various missions or charitable associations were found of the greatest value and fully utilized. The bare subsistence provided by the State was supplemented through the same agency by little comforts from funds provided for the purpose by the Famine Relief Fund.

CASUAL RELIEF.

Besides the regular relief afforded in poorhouses and by the organized village system, provision was made to meet the case of destitute wanderers at a distance from the relief centres. To this end money was entrusted to police officers, village officials, and head-men, wherewith they might succour any starving wanderer found needing relief, give him a meal, and arrange to pass him on to the nearest poorhouse or relief camp. The sum spent in this way was small; but many stragglers were helped who might otherwise have perished by the way. Besides the regular relief there was thus a network of casual relief covering the whole country.

RELIEF FOR CATTLE.

The preliminary preparations against the famine, devised in November 1896, included a careful estimate of the capabilities of the various State forests with the areas available for grazing and the number of cattle which each could support in a time of pressure. Though yielding a considerable amount of edible products, these reserves are chiefly useful in the way of affording fodder and pasture for cattle in years of drought; and on this occasion there was not the excessive strain thrown on their supplies which might be expected in a great famine. When the abrupt termination of the rains in August 1896 destroyed the grain crops, it found the fodder crops well advanced. In fact a great deal of the crops sown for grain were eventually cut for fodder or grazed down. The winter rains revived and stimulated the wild herbage, and the many trees whose leaves furnish useful food for cattle did not generally suffer from drought. Thus, though the supply of dry and green fodder was defective and its price high, yet there was nowhere any complete failure, and in those distressed tracts where cattle were sold in large numbers they were usually sold in order to purchase food, and not because it had become impossible to support them. Though the urgency then was happily less pressing than it might conceivably have been, yet the resources of the State forests were fully utilized. The forests available for such purposes lie in two main blocks, the first and greatest in the submontane country along the foot

of the Himálayas ; and the second, a comparatively small tract, in Bundelkhand. It has been mentioned that the latter tract was thrown open both for free grazing and for the collection of edible products by the people during the Bundelkhand famine in the summer of 1896. The pasturage was closed again when the rains seemed well established in August ; only to be reopened later on. Proper conservancy requires that State forests should be held in reserve to carry the cattle over the last pinch, when home supplies have been exhausted and no spontaneous growth can be expected till the advent of the rains. Following this principle, the Bundelkhand forests were kept closed till there were signs that all available fodder supplies in villages were becoming exhausted. When this became apparent, the reserves were thrown open in April 1897 for free grazing and were fully utilized, though the scarcity of water rather than the scarcity of fodder placed a limit on their utility. In the sub-Himálayan tracts it was found sufficient to encourage, by exemption from fees and in other ways, the passage of herds through the belt of reserved forests into the great grazing grounds of Nepál, whose well-watered and lightly-timbered plains possess advantages for pasturage over the closely preserved tree jungles in British territory.

All restrictions on the extraction by the people of the spontaneous edible products of the forests were withdrawn when those products were ripe for consumption. The entire forests were thrown open for the free collection of such products, and were largely frequented for the purpose by the people of the surrounding tracts. They remained open till the 1st November 1897, when the autumn harvest had been secured.

CHAPTER VI.

Progress of famine and relief operations during the winter of 1896-97.

It will be remembered that when the rains ceased at the end of August, relief measures were being still carried on, though in a skeleton form, in some of the Bundelkhand districts and in the Hardoi district of Oudh. Early in September the growing pressure manifested itself by an increase in the number of applicants for relief not only in these districts but elsewhere; during the month of September relief calculated in units for one day was administered to 382,000 persons in nine districts. In October Collectors, acting on the instructions given them in the Government order of 21st September, found it desirable in many other places to begin test relief works. By the end of October distress had made itself manifest in a considerable part of Oudh, chiefly in the Lucknow division. In the Rohilkhand division every district was threatened with partial failure, and in Agra the country outside the canal-protected area had begun to need relief. In parts of the Benares and Gorakhpur districts there were forebodings of the scarcity which subsequently developed there, and test works had become necessary. The hill districts of Kumaun, enjoying good harvests, lay outside the sphere of possible distress, while the Meerut division and part of Agra sat secure in their network of canals.

When the situation was reviewed by this Government towards the end of November, famine had unmistakably declared itself in several districts and was developing in others. In the Bundelkhand group of districts, as already stated, the distress of the preceding summer, though it had abated with the advent of the rains and the autumn sowings, had never entirely ceased, and relief measures had remained continuously in operation, though on a reduced scale. As early as the beginning of October poor-houses were open in all the Bundelkhand districts and in Lucknow and Hardoi; and Government had also directed that this precaution should be taken in all large towns where the pressure of prices on the very poor classes was beginning to show itself. In Banda, Hamirpur, and Jalaun village relief was in operation, and in all districts of the group works were open and attracting a substantial number of labourers. At first these were in most instances conducted as test works, but before October closed they had been converted to the full Famine Code system in all except Jhansi; while in the Rae Bareilly district of Oudh a similar measure had become necessary. At the same time test works

had been opened in several districts of the Agra, Benares, Gorakhpur, Rohilkhand, Fyzabad, and Lucknow Divisions—16 in all—while the appearance of destitute wanderers had rendered it advisable to open poorhouses also in some of these districts. During November the development of distress was more rapid and general. Prices continued to rise, and the employment afforded in garnering the autumn and sowing the spring crops had commenced to fail. An increase in crime, the indications of an unsettled feeling, and a tendency to wander in search of employment, gave warning that in the more distressed tracts the time had come for an expansion of relief measures. Here and there, as on the Jasra road in South Allahabad, a sudden rush on relief works showed that in the most impoverished localities the people were beginning to get to the end of the scanty addition which the autumn harvest had made to their resources. These wants were met and preparations were steadily made to anticipate the growing demand. Work projects were matured, tools and plant provided, poorhouse accommodation increased, while relief circles were formed and the preparation of village lists of all persons who would, so far as could then be foreseen, require and be qualified to receive gratuitous relief at their own homes, was pushed on in all districts where famine seemed imminent. At the commencement of October the numbers in the daily receipt of all forms of relief were 15,000 in six districts. By the end of that month it had risen to 99,200 and had spread over 29 districts, of which six had been recognised officially as distressed. Of the total number relieved three-quarters were workers, while those gratuitously relieved might be roughly divided into rather less than one-fourth in poorhouses, rather more than one-fourteenth in receipt of home relief, and the remainder dependants of workers. As the causes at work became more potent, the distress grew both more widespread and acute, and the numbers on relief increased with corresponding rapidity. About the middle of November the failure of the late autumn crops became definitely declared, while the employment afforded in garnering them had considerably slackened; the construction of temporary wells, so largely stimulated by advances from Government, approached completion; the spring sowings were arrested for want of rain, and irrigation alone continued unabated for the occupation of agricultural labour. Prices continued to rise and the poorhouses were rapidly filling. Between the 14th and the 21st November the poorhouse population had risen from 7,200 to 19,000, and the later admissions in some parts showed signs of emaciation. Labourers and their families began to flock on the relief works in the more distressed districts, the sphere of gratuitous relief continued to expand, and a certain number of cultivating tenants, too, found it necessary to seek employment or to send the idle members of their families to the works. Finally, signs of distress began to appear amongst

the petty artizans, weavers, and the like whose occupation had ceased along with the prosperity of their customers.

The gravity of the situation at this time was clearly reflected in the prices current of food grains, which in the beginning of November rose to a phenomenal pitch, as shown by the following statement, which gives for the chief markets in the distressed area the amount of grain (in *seers* and *chhattaks*) purchaseable for one rupee, 1892 being taken as a normal year :—

| DISTRICT. | Wheat. | | Barley. | | Rice (common) | | Juar. | | Maize. | | Bajra. | |
|-----------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| | November 1892. | November 1896. | November 1892. | November 1896. | November 1892. | November 1896. | November 1892. | November 1896. | November 1892. | November 1896. | November 1892. | November 1896. |
| | Sr. c. | Sr. c. | Sr. c. | Sr. c. | Sr. c. | Sr. c. | Sr. c. | Sr. c. | Sr. c. | Sr. c. | Sr. c. | Sr. c. |
| Benares | 13 4 | 7 11 | 17 9 | 9 7 | 11 6 | 9 1 | 18 6 | 11 1 | 21 13 | 11 6 | 17 13 | 9 14 |
| Lucknow | 13 4 | 7 12 | 20 8 | 9 13 | 18 6 | 8 10 | 23 3 | 10 4 | 24 0 | 10 15 | 20 8 | 9 3 |
| Cawnpore | 14 8 | 8 0 | 21 8 | 9 0 | 12 0 | 8 0 | 24 0 | 10 0 | 24 0 | 11 0 | 20 8 | 9 4 |
| Allahabad | 12 0 | 7 4 | 18 8 | 8 2 | 9 0 | 8 0 | 23 0 | 9 6 | 19 0 | 11 0 | 20 0 | 8 8 |
| Jhān | 16 8 | 7 12 | 24 0 | 9 8 | 12 0 | 7 4 | 21 0 | 10 4 | ... | 10 4 | 20 13 | 8 6 |
| Baranly | 18 8 | 7 1 | 19 6 | 8 9 | 12 0 | 7 6 | 21 1 | 9 9 | 21 12 | 9 14 | 19 6 | 8 11 |
| Gorakhpur | 12 0 | 7 3 | 18 0 | 9 0 | 12 16 | 8 9 | ... | 10 6 | 19 12 | 11 4 | ... | 9 7 |
| Agra | 13 8 | 7 8 | 23 0 | 8 8 | 9 8 | 8 3 | 22 0 | 9 0 | 23 0 | 10 0 | 21 0 | 8 4 |
| Fyzabad | 13 4 | 8 0 | 18 12 | 9 8 | 15 0 | 9 1 | ... | 10 8 | 25 0 | 11 4 | 18 0 | ... |

These prices, which are on the whole double the ordinary rates, indicate not only the failure of the harvest, but the shortness of the stocks existing in the Provinces.

At this juncture, when the season for even the latest sowings for the ensuing spring harvest was rapidly passing away, a most unexpected fall of rain occurred.

The retreating monsoon appeared entirely exhausted, and a period had been reached when rain even under ordinary conditions is extremely unusual in these Provinces. During the last 50 years at Cawnpore rain was recorded in November only 4 times, only 5 times in Agra, and only 11 times at Allahabad. The normal rainfall in November for the Provinces generally is absolutely inconsiderable. Yet when all hope had been abandoned, a cyclonic storm which had crossed the Dekkan from the Bay of Bengal into the Arabian sea curved north-eastwards, and the Provinces were visited by a sudden and unexpected rainfall on the 22nd and 23rd November 1896. Its effects were thus described at the time :—

“ All officers are agreed that the rainfall of the last week of November was too late to materially benefit such autumn crops as were still on the ground, except *arhar* (a species of pulse) and sugarcane; and also too late to enable spring sowings to be completed under ordinary conditions. They are equally agreed that in whatever locality the fall exceeded one-quarter of an inch the spring crops already sown were greatly benefited, and further sowings effected over an additional area. The peculiarity of the rainfall was its uneven and capricious distribution. In the Meerut division, which, owing to the canals and the good autumn harvest, was already beyond the risks of scarcity, the fall was generally good, varying in most districts from one-quarter to four-fifths of an inch. In this division consequently the spring area will be little short of the normal. In the

Rohilkhand division the average fall exceeded two-fifths of an inch, and was highly beneficial to the sandy tracts. In the Agra division rain was heaviest in the tracts which already were best off and lightest in the worst tracts. But its general effect was to change the situation in this division from one of very considerable gravity to one of distinct hope. Passing over into Oudh, the submontane districts are found to have received the heaviest rainfalls, the district of Bahraich, in particular, having so benefited thereby as to have brought 86 per cent. of the normal area under sowings. In Southern Oudh, comprising portions of both divisions (Fyzabad and Lucknow), the rainfall was slight; but the natural moisture of the soil and the humidity of the climate have done even more than was anticipated, and these advantages were supplemented by extraordinary resort on the part of the peasantry to the construction of temporary wells and to every form of irrigation. In the Gorakhpur division fairly good rain fell in the Basti district, placing it beyond the reach of crop failure, and in the northern part of the Gorakhpur district. The southern and part of the central portion of the latter district and the district of Azamgarh were practically untouched by the rain, and the tract had all along been regarded with considerable apprehension. But here also the natural qualities of the soil and climate have helped the cultivator, and two-thirds of the normal spring area have been sown. In the Benares division serious difficulties were not apprehended even in the absence of rain in November. Most of the districts received a fair amount of rain, and in the division as a whole nearly four-fifths of the normal area have been sown. There remains the Allahabad division, which from the first has been regarded by the Lieutenant-Governor as the weakest area in the Province. In these districts good rain fell in the greater part of Hamirpur and in part of Fatehpur, Cawnpore, and Jhānsi. Elsewhere it was too slight to materially improve the spring prospects. Banda and Allahabad, in particular, were practically unaffected by the very light showers which they received. The result is seen in a spring crop which in the whole division is only 44 per cent. of the normal area, and falls to only 25 per cent. in Banda against the November estimate of about 50 per cent. It may be doubted whether in Banda more than 20 per cent. will yield a crop."

This rain, though too late to benefit the autumn harvest, was of immense advantage to the growing crops and added largely to the area of spring sowings. These later sown crops in the end turned out very poorly, and in the unfortunate districts of Banda and Jalaun the fall was too light to allow any material addition. But generally the prospects were greatly improved. Prices steadied or slightly fell, and the people gained heart. With promising crops in the ground the inducements to wander were restricted and the area of prospective distress became curtailed. In Rohilkhand, Agra, parts of Oudh, Gorakhpur, and Benares the anxiety concerning the future was much relieved.

An immediate effect, however, of the rain was to restrict the irrigation work which had afforded much employment. Deprived of this occupation and pressed by high prices, the labouring classes continued to come in increasing numbers on the works or into the poorhouses.

The numbers on State relief had already included many of those who are dependent on private charity for their

support—a class ever the first to feel the pinch of famine. To this category belong not merely the professional mendicant who lives on the public, but also the many women, children, and aged or infirm men whom the custom of the country throws on the charity of their relations. From these classes were drawn the most troublesome persons who came within the scope of relief operations: those who cannot work and will not apply for assistance till reduced to the last stage of emaciation and weakness, and who will again resume their aimless wanderings when they have recovered strength enough to leave the poorhouse, to be again picked up on the roadside in the last stage of starvation and placed in the poorhouse infirmary; those who can work but will not, and who starve till qualified for admission to gratuitous relief, indoor or outdoor, and when restored to condition and drafted to works, abscond to repeat the process over again. It is such cases as these, the despair of the Relief Officer, which go to swell the mortality of the famine.

As the pressure of famine increased this circle of destitution grew wider, embracing not merely the usual recipients of private charity, but many who, givers in better times, now found themselves compelled to seek assistance. By the end of November the daily numbers on relief of all sorts had risen to 168,939 in 31 districts. At this stage nine districts had been formally recognised as famine-stricken, in 22 more test works were open or other precautionary measures of relief adopted. The workers now formed 66 per cent. of the total number relieved. Gratuitous relief had begun to assume larger proportions and was divided between dependants on works, poorhouse inmates, and home relief in the proportion, roughly, of 40, 40, and 20 per cent.

As December drew to its close the conditions existing in the previous month became intensified and developed. Home resources became more exhausted, field work more circumscribed, the circle of distress grew wider, and the numbers seeking relief continued to steadily increase. The poorhouse population was, in pursuance of the policy of Government, kept down by drafting the inmates to relief works as they became fit for labour or transferring them to the village lists where this measure was found suitable.

In some districts where the villagers, unaccustomed to relief measures, held off till the pressure of want became extreme, the condition of the people showed some signs of the privations they endured. This was confined generally to the lower castes and poorer classes. The ordinary diseases of the country, aggravated by the unusual cold and insufficient or unsuitable diet, began to show in a slightly enhanced death-rate in the districts which were the first to feel the pinch. But the mortality nowhere assumed large proportions, and the

general health and condition continued surprisingly good. The Inspector-General of Civil Hospitals noticed the condition of the people on the works at this time as an indication that the opening of this form of relief had not been unduly postponed. It was observed that where the newly-admitted labourers showed signs of privation, they soon gained strength and condition. The appearance of the children had not at this stage commenced to cause anxiety. Cases of emaciation were to be found in the poorhouse infirmaries, and here and there a wanderer, often from a foreign State or distant district, would arrive at the relief camp in a starved condition or be brought in by the police patrols in a dying state. Such cases, however, were rare.

It has been stated that in the earlier months a certain unsettled state of mind had been observed. It showed itself in a spirit of turbulence, in restlessness, and that inclination to wander which has been the traditional resource of a famine-stricken population. This had ceased now. The dispositions made to provide relief had convinced the people that the Government had undertaken their protection, and this conviction had inspired them with confidence. The assistance they had received in the shape of advances, while helping to this end, had enabled very many to sow their crops, to make wells for irrigating them, and so bound the cultivators to their homes. Henceforth the wanderers were stray casuals of the vagrant type or immigrants from Native States who, for some time, came in considerable numbers on our works. The popular movements were confined to those villagers who left their homes to seek employment on the nearest relief works. Many mendicants, who would not endure the restraint of poorhouse life, began to drift towards the western and northern districts where the good harvests gave them hope of finding charity still effective, and where they swelled the beggards of the bazárs and taxed the patience as well as the resources of the charitable; but soon even this movement came to an end, and these mendicants settled down in the poorhouses. As the applicants for employment increased in number, the large public works on which they were recruited expanded and multiplied. A description of the staff and organization for carrying out these works will be found explained in detail later on. At times it was severely taxed to meet large and sudden demands made upon it. Precise instructions had been issued to all districts to prepare programmes of work, to complete the necessary plans for the selected projects, and to make arrangements for requisite staff and tools and plant. (The early order issued to the Jail Department to supply one million baskets for earth-carriers is an illustration of the magnitude of the transactions.) Famine is full of surprises, and the

policy was to make so far as possible timely provision to meet all contingencies. These preparations were pushed on everywhere and, it may be claimed, were found equal to the emergencies which arose. As an illustration of the difficulties which the Administration had to encounter, reference may again be made to South Allahabad, where towards the beginning of November distress unexpectedly assumed a very acute form, and a sudden rush of many thousand people to the relief works ensued. In a few days the gangs were organized and the works expanded for their reception, and settling down at once the hungry crowds became an effective body of controlled and organized labour, with no worse mishap than a small inefficient expenditure while the arrangements were getting into working order. This was at the outset when all was new and novel; but later on in the same district the relief workers and their dependants rose in one week from 33,000 to 83,000, the new recruits being absorbed on the existing works or other prearranged projects as fast as they presented themselves without any confusion or delay.

At this stage, it was deemed expedient to diverge from the principle of the Famine Code, which recommends that in the early stage of relief operations recourse should be widely had to small or village works and not to large works under the Public Works Department. In the Lieutenant-Governor's opinion large works under the control of trained Public Works Department officials were both more effective as tests and more susceptible of ready expansion to meet large and unforeseen demands. Later on it will be seen that the smaller class of village works became a more important feature in the relief system. In those districts where distress was less acute, and it was possible to exact a heavier task and desirable to impose a severer test, the system known as "Intermediate," which has been already alluded to and which will be described in detail hereafter, was adopted in order to secure these ends, and to prevent the relief works from attracting those who could subsist without them or could find employment elsewhere.

Relief works are necessarily open to all who are willing to submit to the prescribed tests. Village relief was administered with a more cautious liberality and did not expand so rapidly, although early in December discretion was given to Commissioners to commence distribution of this home relief wherever the clear necessity arose, without waiting for a formal declaration of the existence of famine. During December this form of relief was extended to nine more districts, raising the number to twelve. From that time forward it grew steadily in extent as distress deepened and as the Circle and Sub-Divisional Officers charged with the preparation of the lists realized the full meaning of the order of Government that "in districts declared to be distressed every

village should be treated with the view of accounting for each individual resident therein, and that no case which ought to be relieved should escape notice."

In the large cities measures had early in the season been taken by the local authorities to meet such cases. Very many of the respectable poor had been reduced to want or destitution by the pressure of prices and the failure of the private or domestic charity from which they usually obtained assistance. In numerous instances impoverished *parda-nashin* women, who are debarred by the custom of the country from appearing in public, had been accustomed to support themselves or eke out their resources by needle-work, embroidery, and similar occupations. The general pressure on the community had deprived them of this source of income, while their social position, age or sex prevented them from seeking relief in poorhouses or on works. The employment of many artizans, especially those engaged in the production of articles of luxury, had diminished or ceased. It became necessary to devise means for the support of all these distressed classes who presented numerous cases of a nature to excite pity and compassion. To this end private charity was locally organized, subscriptions were raised of a considerable amount from private persons and local bodies, and these were largely supplemented by Government grants. In Lucknow, which contains an unusually large number of impoverished or destitute persons of good family, the Government subvention amounted to Rs. 15,000 a month. In Benares and Allahabad the Government contributed Rs. 5,000 per mensem: and in Agra Rs. 2,500. Committees were formed, chiefly of native gentlemen under the presidency of their District Officers, and Sub-Committees appointed for the different quarters, consisting of those persons who, from their local knowledge, position, and influence, were best able to ensure the economical and honest distribution of the funds, and who could find out and relieve in a private manner, and with due consideration for their feelings, the many distressing cases of destitute people whose rank or pride led them to endure slow starvation rather than openly accept charity. In the cities and large towns ladies and gentlemen connected with various Christian Missions gave willing assistance. To those Committees the grateful acknowledgments of this Government are due for excellent services rendered in the discharge of their charitable undertakings. Later on this benevolent work was much helped by the subsidies received from the Indian Famine Charitable Relief Fund.

Prices had now ordinarily ceased to rise, but remained at a phenomenally high level and showed no signs of relaxing. Rain fell generally throughout the provinces in the Christmas week, and though it left some of the worst districts untouched and nowhere made any substantial addition to the area sown,

yet it was of great benefit to the growing crops and gave fresh confidence to the people. Still it did not affect prices. Imports went on briskly and large quantities of grain continued to find their way into the bad districts. In those tracts where distress prevailed the people had all along fully utilized the various wild products which could be used as food, and to this end, later on, the Government forests were thrown open for the gratuitous collection of edible fruit for human beings as well as fodder for cattle. Various roots, fruits, and edible grass seeds which the very poorest are accustomed to search out in their season, were this year collected by the unemployed members of families accustomed to better diet. The bramble bushes known as "ber" or "jharber" (*Zacyphus jujuba*) yielded an unusually large crop of its little plums, and the village children had this year to share them with their adult rivals. The young shoots of the gram vetch, always a favourite vegetable, were pulled to such an extent as to cause complaint that the outturn of the crop was seriously impaired. Aided by these adventitious resources the food supply showed no signs of exhaustion. The larger centres continued sufficiently, though perhaps not fully stocked. Here and there, in little outlying marts or village bazárs, there were apprehensions that supplies would run out. But private trade continued everywhere to meet all demands upon it, and the Government pursued steadily the policy of non-interference which gave that trade scope and confidence. In the one or two cases where the resources of private trade seemed overtaxed, the grant of assistance by Government to grain-dealers in the shape of recoverable advances met the difficulty. Wherever a relief work was opened, the petty trader at once appeared with his baskets of grain and condiments sufficient to supply all customers. This automatic provision of supplies relieved Government and its officials of much embarrassment and left them free to attend to the work of relief. The scale of wages on relief varied in direct ratio to the price of staple grains, and it was occasionally observed that the provision-dealers, taking advantage of this, combined to raise prices artificially, persuading the relief workers that their wages would be raised in proportion. Such combinations were met by encouraging larger dealers from the towns to establish branch shops on the works, and competition kept prices down to the market level.

Private trade, however, it may be said, was found to require little encouragement and less control. It wanted only security to be efficient. With famine prices prevailing grain-dealers in isolated positions are exposed to danger of plunder by mobs. Measures were adopted to check any such tendency among relief workers and protect the valuable agency which purveyed for them. The instructions to officers in charge of relief works provided that any case of plunder by workers

should be dealt with not as robberies or daktities (which no doubt they technically were), requiring a lengthy procedure, but as theft, which admitted of being summarily tried and punished in the presence of the whole body of labourers. These instructions also provided for the immediate recoupment of his losses to the grain-dealer from fines imposed on all the gangs concerned. After a few cases of plunder of grain shops on relief works had been dealt with in this way, the trouble completely ceased: and so universally orderly were the relief workers that, as has already been stated, it was found unnecessary to increase the police force of the Provinces by a single constable to preserve order among them or to guard the treasure chest. Order was preserved through the people themselves.

Such were the conditions of distress and of relief which prevailed at the close of 1896. A very rapid expansion of numbers characterized the last fortnight of the year. The figures for the end of November have been given above; the opening of the new year saw 496,879 in receipt of relief. The great bulk of these were workers and their dependants, representing over four-fifths of the whole. Less than one-tenth were relieved in poorhouses and fewer still at their own homes. The area of distress now included 12 districts officially recognised as famine-stricken. Beyond them were 24 more, in which distress of a varying degree prevailed, and which were classed as still under observation. In all of these districts relief measures were in force in the shape of test works or poorhouses or village relief, or all three together.

The effects of the rainfall of November have already been fully stated. Though opportune and highly beneficial, it was not by itself sufficient to secure the crops then in the ground or being sown. The rainfall of the remaining cold weather months would have been sufficient to ensure crops which had been put out under favourable conditions. But it was inadequate for the wants of a harvest sown in a season of such deficient moisture that even the sowings were largely dependent on artificial irrigation, and all crops which were unirrigated suffered accordingly.

The Meerut, Benares, and Gorakhpur divisions came off best, and in most of the Oudh districts there was fair average rain. In all these tracts the winter rain of 1896-97 would have proved quite adequate under ordinary conditions. Elsewhere it may broadly speaking be said that the December and January rains were sufficient to secure the irrigated crops. But a general failure of rain in February and March combined with the effects of a high and continually west wind proved disastrous to unirrigated fields. The failure was most severe over the large waterless tracts south and west of the Jumna, and fell heavily on all the dry and poor soil in all parts.

The beginning of the year 1897 witnessed a steady development of the adverse influences already at work and of the measures taken to counteract them. The home resources of the people continued to grow more exhausted as each week passed, and as they failed, the numbers dependent on State relief continuously increased. On all sides there were signs that the pressure of scarcity and high prices was growing more intense and showing itself in the condition of the people. They poured upon the relief works in fresh crowds daily, they filled the poorhouses, and they swelled the lists of those gratuitously relieved at their own homes. A few figures will illustrate the rapid growth of the numbers who were thrown on Government for their support.

January opened with 410,238 people, workers and their dependants, on relief works, while 86,641 were in receipt of gratuitous relief in poorhouses or at their own homes. Week by week the numbers rose by 100,000 or 150,000 or even more. The average daily increment may be placed at 18,000. By the end of January the total on relief works had reached over a million. During February the recruitment went on at the rate of over 14,000 daily. When the accounts were made up on the 27th February, the total number on relief works was found to be 1,381,337, while 315,385 persons were in receipt of gratuitous relief in poorhouses or at their homes: the total was thus 1,696,722. That day was the flood mark of the famine.

The constant increase in the number of dependants showed that whole families were turning to the relief works for their support. In the worst tracts many villages began to present a half-deserted appearance in spite of the large expansion of village relief which tied many to their homes.

The poorhouse population rose steadily as the exhaustion of private charity drove the wandering beggars of the provinces, the waifs and strays of the bazárs and highways to, all unwillingly, fall back on this form of relief. By the end of January, when the provincial total had reached nearly 60,000, this field became exhausted and thenceforth the numbers began to slowly decline. In pursuance of the policy of Government those inmates who became capable of labour were constantly drafted off to the relief works, and those unfit for labour who had any fixed home were sent to their villages and placed on the free lists there. Death, too, helped to deplete their numbers. They included many suffering from chronic maladies and many who were picked up in the last stage of emaciation by the Relief Officers and police patrols. The reluctance of the vagrant classes to accept a settled residence and a subsistence diet led many to refrain from entering the poorhouse till starvation had induced

disease. Persons of this class would often, when they recovered a little strength, evade the mild compulsion exercised to retain them, leave the poorhouse, and wander aimlessly seeking in vain to beg a living till brought back again in a worse condition than before.

Village relief expanded during this period with great rapidity. The circle system already described had become fully elaborated. Village by village every individual was brought under observation, and as the famine grew in intensity new cases came constantly to light. As the able-bodied were forced to seek the relief works many of those dependant on them were left without support. Among the better classes who would not accept charity publicly many pitiable cases were sought out by the assistance of their neighbours and relieved in an unobtrusive way. The number supported gratuitously at their own homes, which at the beginning of January was little over 40,000, had risen to 233,000 by the end of that month; this total including persons to whom relief was temporarily given until they should become strong enough to earn their livelihood on the relief works. During February the careful scrutiny by European officers of the work done by their native subordinates had the effect of reducing the numbers on some of the village lists; but on the whole the work was found to be well done. In only one district were any serious defects discovered. By the end of February there were over 263,000 on the lists. Experience appeared to indicate that during the season when relief works are practicable on a large scale, when the numbers in receipt of all forms of gratuitous relief exceeded one-third of the number of labourers in works, and when the numbers on village relief exceeded 3 per cent. of the population of the distressed tract, suspicion is aroused and the need for closer scrutiny suggested. This rough working rule, the product of long experience of famine administration, was found useful as a danger-signal counselling special watchfulness.

Taking all forms of relief together, the numbers dependent on Government, which were 351,093 at the end of December, had risen to 1,305,217 by the end of January and by the end of February amounted to 1,696,722.

Besides the increase of numbers the signs of the times appeared in the character of the people who sought relief. In the worst districts men and women of the cultivating or tenant classes began to come on the works. They held out as long as their resources lasted, and in order to economize their means they and their families did a much larger share of the field work than usual, and so avoided the employment of hired labour (thereby limiting the employment available for day labourers, already restricted by the shortness of the cultivated

area). But at last many had to give in, and come on the relief works. Generally, however, it may be said that the labouring and artizan classes furnished the great bulk of the relief workers and that the cultivating classes only furnished a contingent from their poorest members.

The general rain which fell in the middle of January, while of immense benefit to the growing crops, put an end for the time to artificial irrigation and cut off this source of employment for the labouring classes, bringing them in larger numbers on the State relief. During January the districts of Agra, Etáwah, Mirzapur, and Bara Banki were officially recognised as distressed. In February Azamgarh and Fatehpur were added to the black list.

By the end of February the distress which prevailed was occasionally reflected in the condition not only of individuals, but even classes, of the community. Those who from motives of pride or indolence refrained from seeking the relief works or the poorhouse till no other resource was left, the wandering mendicants and the respectable poor on whom the dearness of provisions pressed heavily—such people showed in their appearance signs of the privations they had endured. It was noticed that the new applicants for employment or relief were often in an emaciated condition and compared unfavourably with those who had been prompter in seeking State support. In the earlier stages of the famine people were deterred from seeking or accepting relief from motives which lost force as time went on. Caste reasons were potent, and instances were brought to notice where money doles had been refused or actually returned by villagers because the recipient had been threatened with expulsion from the brotherhood. Grotesque reports were current among the people unaccustomed to such widespread bounty and ever anxious to discover some hidden motive for it. Rumour had it that everyone who accepted relief was to be subjected to demoniacal influences; or sent across the sea to labour islands or to people new countries which the *Sarkár* had conquered; or made to apostatize; or marked down for future sacrifices to the deities who are supposed to watch over the stability of great railway bridges. Instances, too, were not wanting of the struggle between natural affection and the love of life. A starving girl refused to take relief unless an undertaking were given that when she was sent away to the strange land, her old father should be cared for while alive and decently buried when dead. As time passed these absurd beliefs and restrictions wore themselves out. The people became familiarized with the system of State relief and ceased to look for any sinister motive. In the later stages of the famine persons who had refused proffered assistance came forward of themselves to claim it. The public faith was

again tried when very large sums from the Indian Famine Charitable Relief Fund were distributed for purchase of seed grain and plough-cattle, and again fresh rumours were spread assigning strange motives for the charity. The Amír of Kabul was coming to conquer India and the British Government was anxious to arouse a popular feeling in its own favour. A rich Bombay merchant with all his kith and kin had died of plague, and Government, to whom his property had come, had decided to spend it in charity. But this time the stories gained little credence, and did not prevent the whole village populations from flocking to share the bounty of the English-speaking public.

An increase in crime, chiefly of a petty nature, indicated the pressure on classes not usually criminal. Here and there a gang robbery or an incendiary fire showed that bolder spirits were abroad, and force had to be suppressed by force. The reports from border districts of the south and west began to show that the inhabitants of adjacent Native States had felt the pinch, and, leaving their houses, were crowding on the relief works or into the poorhouses of British districts. Rewah, Gwalior, and other States started works within their borders and for a time kept down the number of immigrants. But later in the hot weather the influx became so great that special measures had to be taken to return these foreigners to their own territories before the rains broke.

Early in 1897 the wet and cold, which was unusually severe, aggravated the sufferings of the people less able than in a year of plenty to withstand such adverse influences. Measures were taken to provide shelter and warm clothing for the most necessitous on the relief works; but fever, pneumonia, and bowel-complaints became prevalent, and the result appeared in a death-rate which, though nowhere startling, was in many districts sufficiently above normal to indicate the strength of the forces against which the people and the Government were striving. Though grain continued dear, yet subsidiary products, such as potatoes and carrots, began to come on the markets everywhere in large quantities towards the end of the month and made a valuable and cheap addition to the diet of the people. The effect of the regular support afforded by relief measures began to tell on the public health, and as warmer weather came after February the condition of the people began to steadily improve. In April the death-rate had fallen in the famine districts, and in May it was below normal for the provinces as a whole, though some of the most distressed districts showed a slight excess.

Prices during this period remained uniformly high, but there was nowhere any failure of food supply. Imports continued brisk and a great deal of Burma rice was introduced

into the Provinces. The total net imports, however, large as they were, would have gone but a short way towards feeding the entire Provinces. The local stocks still supplied the great bulk of the consumption, and there was a steady movement of grain towards the districts where scarcity was greatest and prices most stringent. This movement of trade will be considered more fully in the sequel; but it may be said that the market showed itself very sensitive: a favourable fall of rain would slightly cheapen grain for the moment, while the high west wind which blew for some days at the end of February materially raised prices throughout the Provinces.

The relief system in all its branches was now in thorough working order. As the demand for employment increased, the arrangements for the reception of labourers everywhere expanded. Fresh projects were matured and added to the existing programmes of relief works. Tools and plant were provided to replenish the existing stock and additional measures taken to provide sufficient supplies of copper coin and small silver to secure the punctual payment of wages. Private trade continued sufficient to provide food supplies everywhere, and it can scarcely be said that Government interference was ever necessary. In the distressed tracts every individual was brought under observation, and the village and city lists expanded to include all deserving cases. Poor-house accommodation was where necessary increased, and the internal economy of these institutions placed on a uniform and orderly footing; the inmates themselves being employed to maintain order and perform the necessary domestic services. All Civil Officers absent on leave were recalled to duty, and when this resource was exhausted the superior staff was recruited by twenty Military officers who were employed both on the control of large relief works and in the civil relief administration, and rendered valuable services in both branches. Large additions were made to the subordinate district staff and that under the control of the Public Works Department. The village Circle Officers were doubled and trebled where occasion required. The medical staff was increased by the deputation of six European officers to special famine duty and a large staff of Assistant Surgeons, Hospital Assistants, and Compounders and Vaccinators appointed to take charge of the medical arrangements on relief works and in poorhouses.

Thus the object was secured which the Local Government had placed before itself, namely to establish a complete and expansive organization for the relief of distress which should be ready in advance of the demand and be capable of meeting at the shortest notice any contingencies which could be foreseen.

It was now clear that relief operations would be protracted through the hot weather and rains. Timely steps were therefore taken to erect shelter-houses for the staff at convenient centres where no accommodation at present existed. These temporary structures proved of great value later in the year, when camping in tents became all but intolerable.

CHAPTER VII.

*The "rabi" or spring harvest of 1897 : its extent and quality.
The "Zaid" or Miscellaneous Crops.*

It is now time to notice the character of the spring harvest which was gathered in March and April last, and to glance at the subsidiary or intermediate crops which intervened before the rains set in last June.

The climatic conditions under which the spring crop was sown and matured have been already fully stated. The average area of spring crops in the United Provinces is 20,413,755 acres, of which 31·8 per cent. is irrigated and 69·2 per cent. unirrigated. This year the total area fell to 14,786,410, a loss of 27½ per cent. But almost 53 per cent. of this area was irrigated, and in fact the actual area under irrigation rose by 1,305,075 acres, or 20 per cent. The entire loss was on the unirrigated lands—a circumstance which materially affects the outturn. The normal area irrigated from canals for this harvest is 1,100,000 acres. It rose this year to 1,844,000, an increase of 67 per cent. In addition 661,075 acres were irrigated from temporary wells and tanks, and represent the extraordinary efforts made by the people themselves to secure their crops. It has already been shown that this large addition to the protected area is chiefly due to the encouragement and pecuniary assistance afforded by the Government to the people in constructing temporary wells. Unfortunately, the protection afforded by this latter kind of irrigation was least in those districts which wanted it most, and where the failure in preceding harvests had been greatest. In these districts the water level is so low and the sub-soil so rocky that temporary wells could not be constructed. Ordinarily the food crops constitute 93·4 per cent. of the whole spring harvest. This year, though the sowings covered 72·4 per cent. of the normal area, the harvest yield did not exceed 60 per cent. of a normal outturn. The Meerut division came off best. Any slight decrease in the area sown was more than recovered in the enormous addition to its irrigation, which was nearly doubled. In the Agra division, as a whole, the crops were over 80 per cent. of the normal extent, the Agra district being the worst off, with only 62 per cent. In Rohilkhand the weak districts were Sháhjahánpur (61·18) and Pilibhít (64·20). The other districts were able to sow a fairly full area. In the Allahabad division the fluctuations are very great. The proportions per cent. to the normal area of each district stand thus :—

| | | | |
|----------|-----------|-----------|-----------|
| Cawnpore | ... 85·62 | Allahabad | ... 44·36 |
| Fatehpur | ... 66·11 | Jhánsi | ... 45·70 |
| Bánda | ... 27·36 | Jaláun | ... 29·79 |
| Hamirpur | ... 49·07 | | |

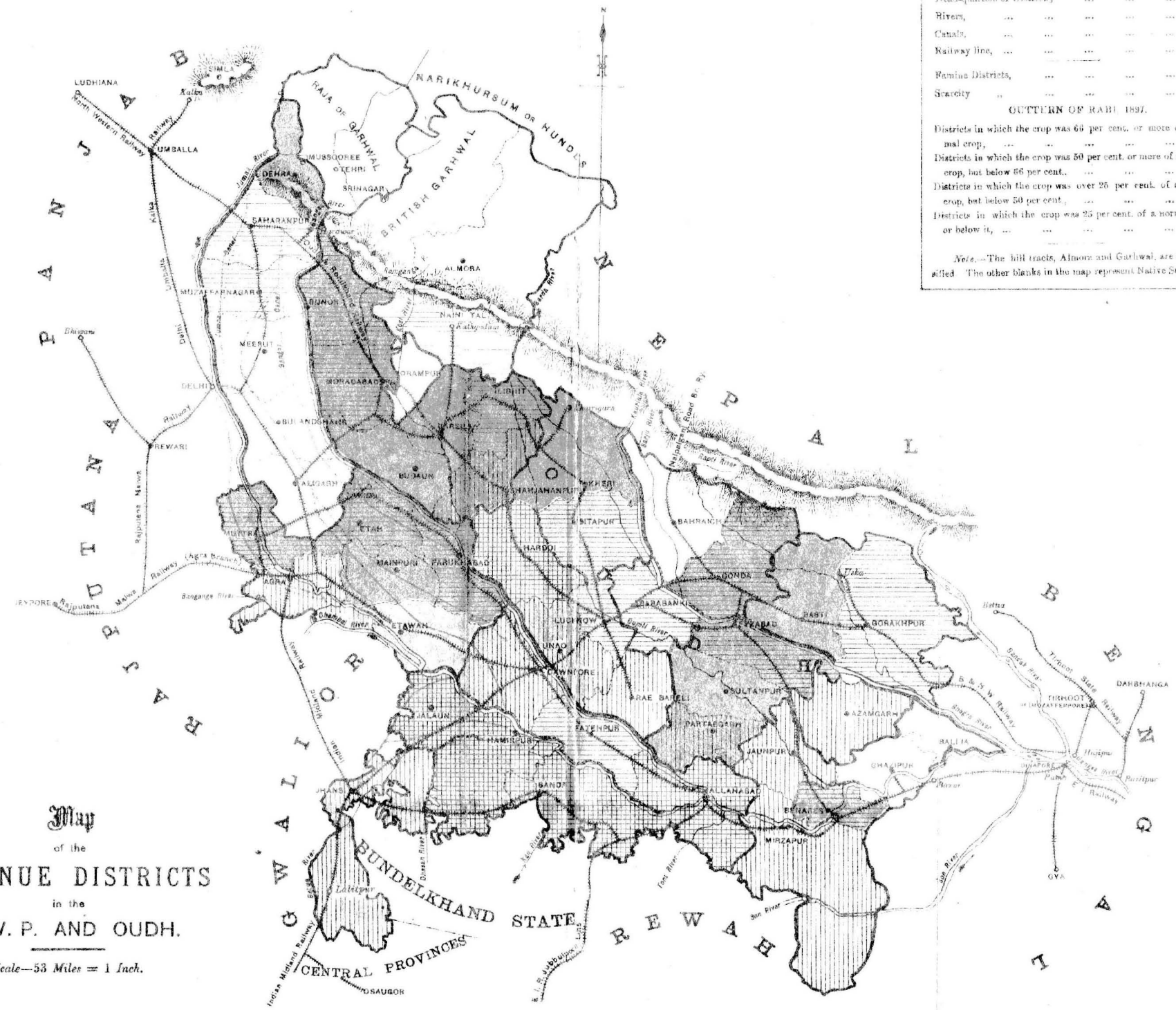
REFERENCES.

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| Divisional Boundary, | |
| District Boundary, | |
| Head-quarters of Districts, | |
| Rivers, | |
| Canals, | |
| Railway line, | |
| Famine Districts, | |
| Secrecy | |

OUTTURN OF RABI 1897.

| | |
|---|--|
| Districts in which the crop was 65 per cent. or more of a normal crop, | |
| Districts in which the crop was 50 per cent. or more of a normal crop, but below 65 per cent., | |
| Districts in which the crop was over 25 per cent. of a normal crop, but below 50 per cent., | |
| Districts in which the crop was 25 per cent. of a normal crop or below it, | |

Note.—The hill tracts, Almora and Garhwal, are not classified. The other blanks in the map represent Native States.



Map
of the
REVENUE DISTRICTS
in the
N.-W. P. AND OUDH.

Scale—53 Miles = 1 Inch.

Having thus stated the extent of the sowings, we have now to consider the outturn of the spring harvest. With favourable autumn rains the spring crops are to a surprising extent independent of winter rains. But in this year the complete failure of the autumn rains made the further rainfall a matter of much importance. In particular the late sowings effected at the end of November and beginning of December required the most favourable climatic conditions to yield successful results. The actual conditions fell short of the requirements. The character of the winter rains and their effect on the harvest in different divisions and districts were generally satisfactory, and things went well until the middle of February. The widespread rain in the Christmas week, and again at the end of January, came in time to save the staple cereals, and the crops at that time promised an average outturn in nearly all classes. But towards the end of February a high west wind set in and blew through a part of March.

Where the crops had been sown in time or had been irrigated it did little or no harm. But over the large area of late sowings and unirrigated lands it caused great injury. The backward crops on unirrigated land were over considerable areas parched up altogether and produced nothing. Where conditions were more favourable the plants then in ear were dried and the grain shrunk and lightened. A copious fall in February and March would have averted or mitigated the consequences of this untimely wind; but the rainfall of both months was meagre and below normal, and the outturn in all unirrigated lands was seriously impaired. Gram, usually the first crop sown, had to wait too long for rain, and except where irrigated gave a very poor yield. The considerable area of miscellaneous crops sown after the November and Christmas rains was largely unproductive.

Yet notwithstanding these drawbacks and losses, the spring harvest yielded an outturn very considerable in quantity and of extreme value in replenishing the depleted food supply of the Provinces. Looking at the extremely unfavourable conditions which prevailed at the seed time, and when the grain was ripening, the results proved as good as could have been expected. In the extensive irrigated area the crops were decidedly good. Wheat, which was comparatively largely sown, surpassed the highest recorded yield per acre. Barley turned out well, exceptionally well where irrigated, and was long the cheapest staple in the market. The pulses were good, particularly the *Cajan pea* (*arhar*), which in some parts of the eastern districts is said to have flowered two or even three times and borne two or even three crops. Sugarcane was unequal. But though in some districts poor and below average, it was nowhere a decided failure, and in some parts it was distinctly good.

On the whole it may be said of the spring harvest that, notwithstanding the deficiency in area and the failure on unirrigated lands, the outturn for the Province generally was above one-half, and may be fairly placed at about 60 per cent. of a full average yield. In normal years the produce of the *rabi* or spring food grains in the North-Western Provinces and Oudh is estimated at 7,468,700 tons. In 1897 the outturn may be estimated at 4,431,700 tons. There was thus a deficiency of 3,037,000 tons, valued at normal prices at eighteen crores of rupees (equal to twelve millions sterling at current rates of exchange). Thus the failure in the autumn and spring harvests of food grains alone cost the Provinces no less than 34½ crores of rupees (equivalent to £23,000,000 sterling).

This calculation or quantification of loss is in substantial accordance with the estimates framed before the end of 1896. Unfortunately it is necessary to repeat that the area of greatest deficiency was the area of greatest need. In Bundelkhand and the south of Allahabad the unirrigated lands yielded little, in many cases nothing at all, and this loss was all the more severely felt from the scantiness of the protected area. In Hardoi a larger proportion of cultivation was irrigated than in Bundelkhand; but the failure of crops on the unprotected lands was almost as extensive. In the uplands of Mirzapur much the same conditions prevailed. Generally speaking, the spring harvest failed most where the autumn harvest had been worst, and chiefly for the same reason. Maps which accompany this narrative show at a glance the extent and distribution of the failure of both harvests.

Besides the ordinary field crops a certain area is always devoted to garden crops. In the present year this area was rather larger than usual. To some extent this was due to the action of Government in encouraging such cultivation and assisting it by collecting and distributing seed. As already stated the imported carrot seed generally arrived too late, and it is still doubtful whether it is suited to the conditions of village culture or to the climate of these Provinces. But the country carrot seed and much of the potato seed, which were distributed in considerable quantities, proved successful. The villagers were quick to take up the idea and sowed considerable quantities of these and other fast-growing vegetables, which made a valuable addition to the food supply in the later months of the cold weather, when the spring cereals had not yet matured. They were largely used, and they influenced the Famine Code rations on relief works, which are primarily framed on the basis of the more expensive cereals and pulses.

Besides garden cultivation there are certain extra products which contribute regularly to the food of the people at certain seasons. Water-nuts (*singhara*) proved a short crop, as might be expected in a year of drought. But the *makua* (*Bassia latifolia*) yielded an excellent outturn, and it

was particularly good in the Bundelkhand districts and Fatehpur, where it is an important accessory, and gave valuable and timely aid, besides affording some employment to the weaker classes of workers in collecting it. Mangoes, on the other hand, proved a general failure, except in some parts of the Meerut division.

The extra hot weather (*said*) crops were largely sown and generally turned out well. The various sorts of pumpkin and melon gave a large yield, which helped out the food supply very usefully while it lasted. In the Hardoi district advances were offered to cultivators to grow *sawan* (or summer rice). But throughout the greater part of the district the people are unaccustomed to this cultivation, and could not be persuaded to undertake it. In other districts, such as Bara Banki, where the tenantry were less apathetic, an unusually large area was sown with the best results. Generally speaking, the people exerted themselves manfully to obtain as large an outturn as possible of these intermediate crops, which mature during the hot weather. Where necessary, they were assisted by Government advances. The acreage under these supplementary or intermediate crops turned out 29 per cent. in excess of the normal area, and the produce was uniformly good. Besides the addition to the food supply, these crops, which require constant irrigation and tending, were useful in affording employment to a considerable number of labourers during the slack season.

CHAPTER VIII.

The hot weather and rains. Termination of the famine.

So far this narrative has been confined to the continuous development of the causes and influences which brought about the scarcity and to the establishment and expansion of the relief measures which these influences necessitated. The month of March which ushers in the Spring marks a new phase in the progress of events. The spring harvest after many vicissitudes began to reach maturity. With it the demand for field labour reopened. the food supply was replenished; and prices began to relax. In the eastern districts, where the crops ripen earliest, these effects were first apparent. Throughout the Provinces, generally, custom fixes the *Holi* festival as the date which marks the coming of the Spring time and the commencement of the spring harvest. This Oriental May-day is celebrated by the whole Hindu community as the occasion for friendly visits and mutual rejoicings. It fell this year on the 18th March, a date which might therefore be expected to see a very marked decrease in the numbers on relief works. The expectation was not disappointed. Between the 27th February and the 20th March over half a million of persons had left the works. The exodus continued uninterruptedly as the demand for harvest labour increased till the 10th April, when nearly 700,000 relief labourers had sought employment elsewhere. Even the poorhouses felt the influence, and many inmates departed to glean or beg a share in the new harvest. It was found possible also to make some temporary reduction in the numbers in receipt of outdoor relief. Altogether the total of persons supported at the expense of the State fell between 27th February and 10th April from 1,696,722 to under one million. The reduction was not spread equally over all districts. Where distress was most acute the fall was slightest: people were slow to go and quick to return. For instance in the Cawnpore district, where the pinch was not very severe and the spring crops turned out well, the number fell from 139,000 to 13,000. In Allahabad, where opposite conditions prevailed, between the same dates the number fell only from 214,000 to 192,000. In those districts, of which Bara Banki in Oudh may be quoted as an example, where the harvest was ample in quantity and quality, the famine practically ceased when the spring crops were garnered, though scarcity continued owing to the sustained high level of prices.

This change of condition necessitated some change in the policy of the relief administration. In the tracts, already suffering most severely, where a scanty harvest brought little

real relief, there was nothing to be done but continue the measures already in force, keeping up works on the Famine Code system and regulating wages by the sliding scale. The entire destitution of the people forbade any contraction of State relief till material improvement might be manifest.

But elsewhere the opportunity was seized to diminish and modify relief measures as the resources of the people improved. It was a matter of the first importance that labour required to get in the harvest should not be diverted from that object, and that no one should be retained on relief works who could find subsistence or employment elsewhere. To secure this end, measures were adopted to lower wages and make the labour test more stringent and thus clear the works of all whom circumstances did not compel to work for even the subsistence wage which the Famine Code provides. The scale of wages hitherto in force displayed some signs of now becoming unnecessarily liberal. Prices of grain showed a tendency to fall as the spring crops became assured, while the large supply of vegetables and other subsidiary articles of diet lowered the cost of subsistence. Accordingly a uniform scale of wages based on a market rate of 12 seers (24lb) of grain per rupee was introduced, tentatively at first, and extended in March to all districts where distress was not acute. Besides this a change of system became necessary in order to enforce a full task by applying the principle of piecework with payment by results which had been found suitable by experiment in selected localities. This system was known as "Intermediate" because it stood halfway between the ordinary contract system of public works and the system of task work under direct management prescribed by the Famine Code. The circumstances under which the Intermediate system was introduced and the results of the measure have already been referred to, and will be more fully shown in the sequel.

As the warm weather approached another serious danger threatened in parts of the country south of the Jumna. The water-supply showed signs of failing. The smaller streams dried up and wells in rocky soil began to run low. Besides the obvious inconvenience and danger of this failure it brought about conditions favourable to outbreaks of cholera. And cholera was not long in making its appearance. It first broke out with considerable violence in South Allahabad, where about 96,000 labourers had been concentrated for some time. The limited area of country in which suitable work projects and water-supply were available rendered it necessary to modify the entire arrangements then in force. In fact these conditions came into operation which have been referred to in Chapter V above as calling for the establishment of small relief works. The whole of South Allahabad was accordingly mapped out into circles, each of about 6 to 7 miles square, and a large number of minor works, each affording

accommodation for about 500 labourers, were opened, 6 to 10 such projects being located in each circle. The workpeople on the large works were broken up into bodies of 5,000 and marched to their allotted circles. Over these a further subdivision into bodies of 500 men was effected: and each such body told off to the nearest minor work. When all had been in this way dispersed, the individual labourers were then shifted, so that each was brought to a work in the neighbourhood of his own village, and had the advantage of being able to return home every evening after his day's task. There were no large standing camps to serve as a nidus for disease and as the people were, first of all, set to work to clean out and deepen their village wells, a sufficient supply of good water—the only sure preventive of cholera—was secured. The whole of this reorganization, affecting 96,000 people, was completed for the infected section in a fortnight. It had been first resolved to effect it in a week; but an expected fall in the temperature checked the cholera: and so permitted of more leisurely action. This celerity was only practicable because the people were well in hand, and because the danger had been foreseen and a large number of village projects selected beforehand to admit of rapid dispersion when the occasion arose. The scheme proved effective and very popular. It had the drawback of attracting larger numbers than would have sought the works under less favourable conditions, but very liberal measures of relief were required in this tract, where distress was very acute and widespread and the resources of the people abnormally depleted. The virulent epidemic cholera disappeared with the dispersion of the large bodies, and after that time recurred only in a mild and sporadic form. The people improved rapidly in physical condition, and when the rains commenced were able to begin field work with full vigour.

Precautionary arrangements were made in the other districts to follow the South Allahabad plan should a similar necessity arise. But though cholera appeared at intervals in nearly all the distressed districts, it was found possible by careful attention to sanitary arrangements to suppress each outbreak by segregating and dividing the labourers on the infected work only. This constant warfare against cholera was an anxious and trying duty, and some of the staff, both European and native, died in discharging it.

Of the three causes which, as pointed out above, co-operated to reduce the numbers on relief works in March, two—the commencement of the spring harvest and the occurrence of the Holi festival—were temporary in their effect, and though of universal application, varied much in force according to the deficiency of the harvest and the pressure of distress. In Bundelkhand, South Allahabad, and a few other localities

the scanty crops afforded very little and very brief employment for day-labourers. They attracted away from the works little more than the poorer cultivators and their families who had attended them. The pressure of want left few in a position for merry-making. The rough popular songs which are improvised and sung at the Holi festival took colour from the conditions of the year. Some that have been preserved, instead of the usual ribald license of the season, tell of famine and of high prices and of the relief that was extended to all classes.

The third cause was the measures taken by Government in the way of lowering the scale of wages, stiffening the task, and extending the Intermediate system. These measures were not applied, or were applied in a modified form, to the acutely distressed tracts. It is natural, therefore, to find that in such parts the falling off in numbers was less marked and less sustained. In the Hamírpur district indeed the numbers never fell off at all, but continued to steadily expand through March and April.

By the 10th of April the 1,300,000 people who swarmed in the works at the close of February had fallen to under 700,000. Moreover, they were confined to the true famine districts. In the merely scarcity districts very few remained on the works. The total number in receipt of relief in all forms on the 10th April was almost exactly one million. As the harvest work became exhausted the people began steadily to flow back to the works. By the 1st May the 700,000 on works had become 985,000; the total had grown by close on a quarter of a million. The increase was confined to the famine tracts, though here and there in the region of scarcity the demand for employment on relief works began to reassert itself. The process continued steadily through May in spite of the inclemency of the weather. The hot season had now set in and pressed heavily both on the labourers and the staff who had to carry on work through the burning heat and the fierce hot winds that often blow till far into the night. The hours of labour were adapted to the season, and shelter from the sun and wind was provided along the works where the people could seek refuge in the hours of midday when work was suspended. The strain was severe on the staff, European and native, compelled to be out at all times through this trying weather. It was observed that Europeans stood it better than the natives, many of whom broke down. The labouring population, accustomed to such conditions of life, maintained a high standard of health. In spite of occasional outbreaks of sporadic cholera the death-rate for the Provinces in both May and June was below normal. Even in the famine districts the public health was exceptionally good.

At the end of April the Lieutenant-Governor visited the districts of the Meerut Division and satisfied himself that

no relief measures were required in any of them. The very limited operations which had been carried on for some months in a small hill tract of the Dehra Dún district were closed early in April, when the spring crop had matured.

In the commencement of May conferences with the local officers were held afresh by the Lieutenant-Governor at the chief centres of distress. The dispositions for the hot weather were examined, the necessary arrangements made to strengthen the staff for the trying period then before them, and a forecast was framed of the wants and claims of each district till the tension should relax with the advent of the rains. Instructions were given to avoid the commencement of projects that could not be finished in time and, as the rains approached, to concentrate labour on the works which it was desirable to complete before the season rendered earth-work impracticable. Large suspensions of the land revenue instalment, then due, were sanctioned according to the necessities of each locality after examining the proposals of the local officers and the Board of Revenue. Thus equipped and provided, the Provinces entered on the penultimate stage of the struggle.

During May the numbers steadily grew, and at the close of the month they again exceeded a million-and-a-half. Agricultural work was in abeyance, and the people dependent on daily labour for their support continued to return till the second high water mark on relief works was reached on the 29th May, when the daily attendance on work was returned at 1,157,000. Of these only 22,000 were employed in the scarcity districts where the spring harvest had brought a degree of relief denied to the hardly-pressed famine tracts.

Gratuitous relief had slightly expanded as some of the feebler people, unable to stand the strains of work in the hot season, broke down and were brought on the free lists of their villages.

The numbers on relief works during May were swollen by the advent of many immigrants from adjacent Native States. Earlier in the season the presence of such foreigners on the relief works of several districts had been noticed. The numbers were not inconsiderable; yet, so long as this accession was confined to casual applicants or wanderers in search of employment or relief, no question had been raised. Relief works organized on the principles adopted in British districts had been opened in most of the principal States concerned, and the Political Officers of those States associated with the Darbár officials in their control. There was a natural tendency for persons near the border to seek the relief centres nearest to their homes, and in this way a certain number of British subjects may have also drifted into Native States. Following the principles laid down by the Famine

Commission in its report (paragraph 189), no effort at that time was made by this Government to discriminate these people or return them to the States to which they belonged. But about May it was observed that large bodies of villagers with their families were flocking to British relief works from States adjoining the Allahabad and Agra Divisions, and the numbers in some instances were so great as to seriously burden the organization on those works and to entail a heavy expense on the provincial finances. A census showed about 15,000 immigrants from Rewah on the works in South Allahabad and over 8,000 (chiefly from Gwalior) in the Jalaun district. Considerable numbers were also reported in Jhānsi, Mirzapur and Etāwah. It was ascertained that relief works under the general control of British officers were still maintained in their own territories for the reception of the inhabitants of these States concerned. The reasons assigned for the immigration were that more continuous employment, better arrangements for work, for payment of wages to labourers and their dependants and for food supply, rendered the British relief works more attractive. In one instance a large body of relief labourers marched *en masse* from a Native State into the Jhānsi district because they had ascertained that payments there were made in standard (British) coin and not in the depreciated currency employed in their own territory.

Communications were opened with the Political Officers of the States concerned, who at once organized measures to recall the immigrants; and as a preliminary measure it was decided in concert with them to stop the recruitment of all bodies of well-nourished workpeople from across the border while providing for the relief of stray wanderers and all persons in immediate need of assistance. By June all the organized parties of foreign labourers and their families had been received over by agents deputed for the purpose and returned to their own territories where suitable arrangements had been made for their employment. Shortly after this the advent of the rains and the measures adopted to meet the change of season led those who had remained to return to their homes.

The total number on relief of all forms on the 29th May was 1,543,888. From the beginning of June the attendance on works began to decrease. For the first fortnight the fall was slight. Here and there one or two members of a family would return home to look after the repairs of their houses as customary at this season and make their other little arrangements to prepare for the burst of the monsoon. But the bulk of the labourers awaited the opening of the rains. The 12th June found 1,096,000 still on the works.

Some local thunderstorms had brought showers in May; but the first twelve days of June were practically rainless. With the 13th June, however, commenced a series of

showers in nearly every district, light at first, but persisting and increasing in a way which soon left no doubt that the welcome monsoon had stolen in. The long-suffering districts of Bundelkhand and Allahabad were the first to receive a substantial fall on the 18th and 19th, which in Banda displayed a true monsoon character.

The results on the relief workers were quick to appear and it was evident that a great exodus from the relief works to the fields was about to set in. The crisis synchronized with the Jubilee of Her Majesty the Queen-Empress; and advantage was taken of the coincidence to send the people to their homes with a memento of that auspicious event. Accordingly the 21st and 22nd June were declared holidays, and on Saturday, the 19th June, each individual of the 963,000 people on the relief works was paid three days wages in advance, in honour of the Jubilee of the great Mahārání under whose gracious auspices the abundant relief and charity of the preceding months had been dispensed to them. It would be too much to say that every one of those myriads who on the 19th June went to their long-deserted homes, rejoicing, realized what it all meant; but many understood it: while the rest in their ignorant minds did in some vague way associate this, to them, incomprehensible generosity of the *Sarkár* with the Queen's name. As at the same time the amnesty for prisoners, especially for female prisoners and for those who offended under pressure of want, restored to their homes some 9,000 people, it may truly be said that a bright ray of comfort was shed on many a home.

The effects of the break of the monsoon, assisted by the measures now described, were immediate and significant. Within one week the numbers on relief works fell by over half a million: on the 19th June the numbers stood at 963,000; on the 26th June they had fallen to 449,000 and on the 3rd of July to 415,000. Here, as in March, the natural results of the reopening of field work were assisted by the measures of Government. The paramount importance of securing a large area of well-tilled crops made it necessary to clear the relief works of every one who could find employment in the fields. To this end it was resolved to extend to all districts the Intermediate system which in the less distressed or "scarcity districts" had proved so useful in emptying the works at an earlier stage; to harden the scale of wages; and to introduce the less attractive forms of labour, such as quarrying and breaking road metal which had been held in reserve for the rains.

The relief measures which had been carried on patiently and steadily for the past eight months, and in Bundelkhand for over a year, since famine had first declared itself, now bore golden fruit. The peasantry had been maintained in

health and strength, and were ready, with almost unimpaired vigour and in undiminished numbers, to commence the tillage of the new crops whereon their fate depended. The resources of the Charitable Fund had been largely reserved to meet this crisis. By the splendid liberality of the English-speaking public over thirty lakhs of rupees were now distributed among the villagers to purchase seed grain and replace the plough-cattle which they had lost. This munificent charity was liberally supplemented by advances of State funds to small proprietors and cultivators of the better class. There were some apprehensions that seed grain might not be forthcoming in the parts where famine had been most prolonged. But seeing the people generally possessed of the means to pay for it, the traders quickly solved the problem of supply. Assisted and encouraged in these ways, the agricultural community turned with cheerfulness and resolution to the congenial task before them.

Had the monsoon progressed favourably, there can be little doubt that the great body of relief labourers would have melted away, and that by the middle of July only an insignificant number of the homeless and landless classes would have been found clinging to the works which had supported them so long. But the vicissitudes of the famine were not yet at an end. In the third week of June light but general showers fell for a few days in all districts. Up to this the rain had generally been sufficient for ploughing; but except in a few favoured localities not enough to generally admit sowing those staples like rice, which require abundant moisture.

But in the last week of June the rains ceased abruptly over the entire Provinces except in a few of the eastern districts, which continued for a few days to receive a fairly adequate supply. With the exception of a few scattered showers of no importance, this break continued up to the 12th July. The period was one of extreme anxiety, a dry west wind set in, and it appeared for a time that the hot weather conditions were about to reassert themselves. As the days passed without rain or even clouds, reports began to come in from nearly all districts that agricultural operations were suspended, that the seedling crops were drying up, or that seed had failed to germinate. Artificial irrigation became necessary in upland places. At this crisis many of the tanks which had been excavated as relief works during the past seasons and had partly filled with the first showers yielded their first fruits by affording water for the thirsty fields around them. Prices, which showed a tendency to fall when the June rains appeared favourable, began to rise again. A feeling of apprehension and disquietude commenced to spread among the people, who feared lest the failure of the previous year might be repeated in this monsoon. They began to return to the abandoned relief works and re-enter the poor-houses. By the 10th July the number on works had risen to

536,000, and the total number of persons in receipt of relief of all forms was over 1,000,000. It became necessary to arrest the new dispositions that had been ordered to meet the change of season and to revert to the Code system of works in districts where the more stringent Intermediate system had recently been introduced. The Meerut Division, protected by its canals, and the Benares Division, which received the remnants of a current that brought copious rain to the neighbouring province of Bengal, alone maintained their position of safety. Elsewhere the tension had become extreme, and there were even gloomy estimates of mischief done which could not be retrieved. The situation had become so critical that the Lieutenant-Governor undertook another tour of the Provinces, to concert measures to meet this fresh emergency. He had scarcely started when, on the 12th July, the long-expected rain descended over practically the entire country

Ploughing and sowing were resumed with great activity, and it was soon ascertained that but little substantial harm had been done. A few more days of drought would have proved ruinous; but the rain revived the crops, and in the few fields where seeds or seedlings had perished they were soon replaced by fresh sowings. It may in anticipation be here said that the area sown was 33 per cent. above the normal: and that practically the crops have been uniformly excellent.

Prices began to fall, and the 31st July saw a distinct drop in the rates for coarser grains, though the finer staples remained as dear as before.

During the tour which the Lieutenant-Governor made in July the whole relief arrangements were again reconsidered, at the chief centres of distress, in conference with the local officers. Such readjustments as the circumstances of time and place called for were sanctioned: and a plan laid down for winding up the relief system when the early autumn crops should have ripened. To this plan, further reference will be presently made: here it may be conveniently mentioned that the rearrangement of relief works which had been arrested in some localities when the break of the rains set in was again undertaken, and before the end of July the Code system of works had ceased in all districts. Some difficulty was experienced in devising works suitable for unskilled labour which could be carried on during the rainy season. Tank excavation and indeed earthwork generally became impossible, and consequently all the great relief works had to be closed. In the country south of the Jumna, where stone abounds, quarries were opened and numbers of labourers were employed in quarrying and breaking road metal. In other districts where the nodules of impure limestone known as "*kankar*" are largely used for road metal the work of digging, cleaning, and stacking them was started. Gangs were also employed in finishing

off unmetalled road embankments which had been constructed during the previous months and in repairing embankments which had settled when soaked with rain. In a few localities relief labour was utilized in levelling and clearing the sites of old forts or habitations either for sanitary purposes or to render them culturable and to obtain the bricks which have a marketable value. In these ways sufficient employment was found for those who still required it. But the demand for employment soon ceased. The labouring population flocked back to the fields where they found more congenial and profitable employment than that which the relief works offered. By the end of July the number of persons supported on relief works had fallen to under 100,000, and the bulk of them were confined to five or six districts. This number sank steadily through August as field work expanded; early in September it was only about 15,000, and on the 15th September the last of the relief works was closed.

The further progress of the rains may be briefly told. They continued in an unusually favourable manner. There was sufficient open weather in late July and early August to admit the sowing of all crops and sufficient showers to bring them on. Later on the heavy rain was favourable to the transplantation and growth of the late rice—a very important crop. In some of the Bundelkhand tracts this heavy and continuous rain checked weeding, and thereby curtailed the employment of agricultural labour—a difficulty which involved the extension of gratuitous relief for the time: there were some complaints, as might be expected, of injury to crops in lowlying lands, and floods did some mischief in river valleys. But taken as a whole the Provinces could not have wished for more favourable conditions than prevailed. At the end of August and beginning of September, when fine weather was needed for the ripening and harvesting of the early staples, the continuous rain was succeeded by sunny and showery weather which brought into the threshing-floors a harvest that left little to be desired.

The penultimate stage of the Famine had been reached by the closure of the great relief works. But the measure deprived of their support a large number of persons who had been maintained on the works as dependants. Besides these a certain proportion of inefficient labourers who, driven from the works by the rain, returned home with their families were unable for a time to get work in the fields, and the high prices which still prevailed left the earners little margin for the support of others. For these people a period of severe pressure ensued until the expansion of agricultural employment and the maturity of the early crops brought relaxation. An increase of the gratuitous village relief at this period was therefore necessary: it had been anticipated, and measures to meet the temporary strain were in readiness.

This strain on the gratuitous relief system, which began in June with the advent of the monsoon, continued to increase till, on the 24th July, it reached its maximum with 424,000 persons on outdoor relief and 45,000 inmates in poorhouses. After that date the numbers began to fall off in the less distressed districts as prospects of a good harvest became brighter : and employment in weeding and other agricultural occupations became available. But in the true famine regions, where the largest numbers were in receipt of relief, the pressure was slower to relax and the fall in numbers was more gradual. The end of August still saw 400,000 people on outdoor relief and 34,000 people in poorhouses.

The time had now come to put in force the plan for gradually winding up relief measures, which, as stated above, had been predetermined at the conferences of July. This plan will be best understood by quoting in this place the Government orders in which it was prescribed for general adoption. The orders, which bear date 4th of August, are as follow :—

“ The Lieutenant-Governor and Chief Commissioner has now visited the chief centres of distress in the Provinces, and has concerted with the Divisional and District Officers the measures which have been rendered necessary by the advent of the rains, and the policy which should be pursued, and the further measures which should be adopted, to finally wind up relief operations, provided the rains continue favourable for the remainder of the season. The results of these deliberations are embodied in the notes of conferences which accompany this letter.

“ In many districts relief works have been already closed, and in all they have been substantially reduced. The remaining works have been concentrated at as small a number of centres as possible, and works, such as stone and *kankar* quarrying which can be carried on during the rains, have been, so far as possible, substituted for the various forms of earthwork hitherto in operation. The Famine Code system of works has been everywhere abandoned, and the Intermediate system with full tasks introduced and the rates fixed at either the 12-seer or the 14-seer scale. Field work of various sorts has opened up with the progress of the rains, and in nearly every locality affords occupation for all the labour seeking employment. It is anticipated that all the works will be gradually deserted, and that few will remain open by the end of August. The early *kharif* crops may be expected to be ripe and coming into consumption by the 15th September, and the last of these Department of Public Works relief works must be finally closed on that date, and the labourers, if any remain, left to find employment in the usual pursuits which will then be open to them.

“ Poorhouses will remain open for the present for the reception of wanderers and of persons unable to labour. As already directed, poorhouse inmates who are able to work should be required to execute a suitable task, and work should be devised and provided for this purpose.

“ From the end of August or beginning of September steps should be taken to draft back from the poorhouses to their homes, and bring on the village lists, all persons unable to support themselves who have any fixed residence or whose village of origin can be discovered, excepting only those hospital patients who from illness are unable to travel. This

operation should be completed by the 15th or 20th September, and after that further admissions to the poorhouses should be refused, except in cases of obvious necessity. When the village relief is finally closed in any district, any remaining inmates of poorhouses must be paid off with a fortnight's subsistence dole, and be warned that they must thenceforth provide for themselves as they have been accustomed to do. Infirmary patients must be removed to the permanent district hospital or permanent poorhouse where such institution exists. The poorhouse will then be finally closed and the establishment dismissed.

"It remains to deal with persons in receipt of gratuitous relief in villages and cities (Chapters V and X, Famine Code). Commencing from the end of August, the lists should be carefully revised and superfluous names weeded out. These operations should be supervised, where possible, by European agency: at the same time, if prices have fallen, the rates may be reduced under orders of the Commissioner of the division.

"The next step will be to strike off whole villages from the relief lists. This process will begin when the early *khariif* is ripe and the new grain in the market. In some places this will take place early in September; in some places by the middle of that month; in some places perhaps later. In a few localities where the early *khariif* is inconsiderable and the harvest consists almost exclusively of the later staples, it may be necessary in special cases to retain villages on the lists as late as the middle of October. The decision of such cases is left to the discretion of Commissioners.

"Those tracts will be selected for reduction first where the *khariif* is earliest, but it should be complete for every village with an early *khariif* crop by the end of September. If in any village, owing to backwardness of crops or great preponderance of the later *khariif*, it is necessary to postpone final closure, the list can be maintained till the middle of October. But if the rains progress favourably, such cases should be exceptional. As each village is struck off, the recipients then on the list should receive a week's or a fortnight's dole at the Collector's discretion, and be warned that they must thenceforth provide for themselves. In this way the relief will carry on the recipients in some cases to the beginning of October, in most cases to the middle of that month, and in exceptional instances to the commencement of November. As the villages are struck off, relief measures will be finally wound up and the special establishments reduced.

"In cities relief, as a rule, will be closed at the end of September, the recipients then on the lists being paid off with a week's or a fortnight's dole. City relief committees should be given timely information.

"The arrangements above described will, His Honor believes, provide for the gradual reduction, and the final closure of relief in the manner calculated to cause the least suffering or inconvenience to those now dependent on State support, and I am to request that they may everywhere be followed, unless sanction is sought for any modification in any special case.

"It is impossible to expect that where people have for a considerable period been accustomed to receive gratuitous support at their own homes or in poorhouses, the discontinuance of such support can be effected without inconvenience and a certain degree of hardship to those who are again thrown on their own resources. The longer the relief is continued the greater this difficulty will become, and the Lieutenant-Governor and Chief Commissioner believes that in the end the most humane as well as the wisest course is to terminate at the earliest possible moment, after the ripening of the *khariif* harvest, of which the promise is now excellent,

arrangements which cannot possibly be maintained in permanence. There is much danger that the continuance of State relief, after the imperative necessity for it had ceased, would tend to weaken the custom and the immemorial duty of private and domestic charity which has been up to the present the resource of the destitute and helpless. It is of the first importance that no impediment should be placed in the way of the return of the community to its old customs and habits of life. Any unnecessary postponement would in the end prove an injury to the classes it aimed at assisting.

“In this way the Lieutenant-Governor trusts that relief operations of every kind may be brought to a close on the 15th October at latest.”

It will be perceived that the plan of operations is based on the fact that in the various portions of these Provinces the harvest is not simultaneous, that it is earlier in some regions than in others, and that some food grains ripen sooner than others do. The earliest *khartf* grains ripen in the end of August or beginning of September, and it was therefore agreed upon that from the beginning of September the village gratuitous relief lists should be subjected to a scrutiny, and all those who obviously could be left to their own resources or the care of their friends should be then struck off. But it was recognised that the work would be indefinitely prolonged if this procedure were alone to be relied on and individuals always dealt with. It was essential that this kind of relief, which is demoralizing where not absolutely necessary, should be terminated at the earliest safe moment.

The ripening of the crops in the village gave an assurance that the safe moment had arrived and that no evil would result from dealing with the village as a whole. It was therefore decided to operate on the whole village and to strike off the lists all recipients of gratuitous relief in a village in which the crops had matured. This procedure was adopted from the middle of September progressively in all these villages where the early crops were extensive and successful. In these villages where there was a preponderance of the *khariif* food grains, which ripen later, relief was prolonged. But in no case was it found necessary to retain the system of gratuitous village relief beyond the 15th of October.

And a further precaution was taken by way of additional assurance that the transition from the State relief to the ordinary habits of village life should not cause distress. This consisted, as stated in the orders, in giving to all recipients of gratuitous outdoor relief a dole sufficient for a week or oftener a fortnight's subsistence. In this way the dependence of the past gradually merged in the freedom of the future.

In regard to poorhouse relief, the object was, as will have been noticed, to assimilate the method of winding it up with the method of winding up village relief. In this way complications were avoided, while every poorhouse inmate was

placed in his or her village of origin and, as far as possible, in the position he or she occupied 12 months before.

The favourable progress of the harvest rendered it possible to adhere to this scheme with reasonable closeness. By the middle of September the numbers on the Government outdoor relief lists had fallen to about 231,000, while the poor-house population had fallen to under 11,000, and many of these institutions had been closed. By the 1st October the corresponding numbers were 115,587 and 5,017. On the 20th October the Lieutenant-Governor was able to inform His Excellency the Viceroy that the relief operations had been practically closed on the 15th idem, by the distribution of the authorized parting dole, and that there remained as a charge on the Government only a few hundred infirm patients and about 2,000 orphans. The very paucity of the number of orphans and waifs and strays in comparison with the magnitude of the year's operations, is in itself testimony to the success of the relief arrangements.

From the beginning it was expected that orphans would come on the hands of Government, and accordingly in December 1896 the following orders were issued prescribing the method of dealing with them :—

“ In the poorhouse at the headquarters of each district a section should be reserved for orphans, male children being kept separate from female children if over 10 years of age. A respectable matron should be appointed to the charge of the orphanage on suitable pay, and should live in the orphanage. Inquiries for the parents or friends of the children should be instituted immediately the children are found to be deserted and if the parents or friends are discovered, the children should be made over to them, the parents or friends being helped, if indigent, under the general system of the Famine Code. If the friends or parents are not discovered, and especially if there is reason to think that the parents are dead, the children may be disposed of in accordance with the provisions of article 130 of the Famine Code. Special care should be taken that in no instance is a Hindu child made over to a Muhammadan, or a Muhammadan child to a Hindu. Special care should also be taken with regard to female children, so that the danger of their getting into the hands of prostitutes may be avoided. The person to whom a child is thus made over should be placed under obligation to account for the child at any time until the child attains the age of 18 years. Before the children are thus given over for adoption, a sufficiently long period should be allowed to elapse, within which search will be made for the children's parents or friends. The search should include a careful local inquiry in the village which the children may name as their home, and every obtainable clue must be followed up. In each case a written proceeding, stating the steps taken to trace the parents or friends, should be drawn up and recorded before a child is given over for adoption.

“ A certain number of children will probably remain over in the orphanages after efforts to find the parents or relatives have been exhausted and after the option of adoption has been allowed to their co-religionists. The balance thus remaining over may be treated under article 131 of the Famine Code, the orphanages being chosen by reason of their known reputation as homes for deserted children.”

The number of children now remaining in the district orphanages is 1,668. No doubt most of these are true orphans, but some have probably been merely deserted by their parents. Efforts have been, and are still being, made to trace out their parents or friends. These efforts have in some cases been rewarded with success, and the children have been restored to their homes. In other cases there has not been success. If further efforts are unsuccessful, and if it is found impossible to induce respectable people of the same caste and religion, over whom the Local Government can exercise supervision, to adopt the children, they will be placed in orphanages controlled by the Bishops of the various Christian communities or in respectable orphanages controlled by substantial native Societies and Committees. It is understood that the Provincial Branch of the Indian Charitable Relief Fund intends to endow the various orphanages for the maintenance and education of these children. In any case this Government intends to exercise a control and supervision over the orphanages, in the interests of the children, until they attain an age when they may be trusted to take care of themselves.

CHAPTER IX.

Operations of the Department of Public Works.

ARTICLE 17 of the Provincial Famine Code declares it to be "the duty of the Chief Engineer in charge of the Public Works Department, Buildings and Roads Branch, in communication with Commissioners and District authorities, to maintain for each division and district, under the sanction of Government, a programme of all relief works, and to see that for each work there is a project in such detail as is suitable to the class of the work." The occurrence of famine in Bundelkhand in 1896 had drawn the attention of Government to the necessity of bringing this programme up to date; and measures to this end had already been taken when the imminence of a second and much greater famine accentuated the necessity for special despatch in completing them. Accordingly, on the 21st September, the attention of the officers concerned was drawn to the urgent necessity for completing the revision of the programme of works, and expanding it for all threatened districts. On the 2nd October minute and detailed instructions were issued to secure complete preparation upon all points necessary for the efficient management of relief works. The probable scale of establishment required for each district and charge was indicated, and sanction given to the recruitment of additional overseers, work agents, and cashiers. A beginning was made in providing tools and plant, and arrangements for expanding the establishment of administrative officers and providing an adequate medical staff were matured. With a view to assisting officers unaccustomed to famine work, the system of relief management followed in Bundelkhand in the previous months was summarized for general information in a Resolution recorded by the Lieutenant-Governor on the 20th October, the points which the experience of that period had shown to be of the greatest importance being brought to prominent notice. The most important and permanently interesting of these were—

- I.—The paramount importance of the principle that preparations should be well in advance of pressure. Preparations were not to be confined merely to the selection of projects, but should include all arrangements for beginning active work at a moment's notice when the time for action should have arrived.
- II.—The necessity of enforcing task work in tracts most acutely distressed.

III.—The desirability of selecting works with a long *lead*, as it was anticipated that the number of carriers would be much in excess of the proportionate number of able-bodied diggers.

IV.—The enforcement of precautions against fraud.

V.—The necessity of special sanitary arrangements, and, in particular, of a pure supply of drinking water.

VI.—The provision of a large supply of copper coin for payment of wages.

The revision of the programmes of relief works was completed by the end of October 1896, and these programmes were subsequently considered and approved at the conferences which the Lieutenant-Governor held during his first tour in November. They provided employment for 277,650,000 persons for one day or for a daily average of about one million persons for nine months in all districts of the North-Western Provinces and Oudh, except the Meerut and Kumaun Divisions. In those districts in which it transpired at the conferences that the impending famine promised to be exceptionally severe, steps were taken to prepare additional projects as a precautionary measure. In some localities it was difficult to arrange for sufficiently large works, and in other localities there sometimes was a serious deficiency of drinking water-supply, which, besides adding substantially to the cost of the work, rendered it undesirable to assemble large bodies of people there. Otherwise there was no difficulty in finding suitable projects of work.

Subject to the control of the Commissioner of the division in all non-professional matters within his jurisdiction and of the District Collector within his lesser sphere of authority, the burden of carrying on the relief works fell on the ordinary staff of the Buildings and Roads Branch of the Provincial Public Works Department. It is desirable, therefore, to state here very briefly how this Branch is organized. The organization being local rather than provincial, the territorial unit of administration is the district. Each district has its District Engineer, who may belong either to the superior Departmental or to the Upper Subordinate establishment. But whatever his Departmental status may be, his functions are the same: he renders his accounts, not to the Examiner of Public Works Accounts, but to the Divisional Engineer, and he is, within the limits of the budget estimates and according to his experience, allowed considerable freedom of action, though always under the control in all non-professional matters of the Collector-Magistrate of the District and the District Board. On the 1st of October there were, excluding the Kumaun and Meerut divisions, in which the scarcity was not severe enough to call for relief works, 20 District Engineers

and 20 District Surveyors employed in the North-Western Provinces and Oudh ; and of these 40 officers, one-half were Europeans and one-half Natives of India.

For purposes of fiscal and general administration the districts are, it has already been said, grouped into divisions: the Public Works system follows this grouping. Each fiscal division forms also a Public Works divisional charge under an Executive Engineer, with the exception of the Allahabad division, which, being very extensive, is divided into two charges, designated respectively the 1st and the 2nd Allahabad divisions. The 2nd Allahabad division comprises Bundelkhand, in which the famine both in 1896 and 1897 was most severe. The Divisional Engineer, who is subordinate to, and maintains direct communication with, the Superintending Engineer on professional points and the Commissioner of the Division on general administrative and financial business, is the responsible executive officer by whom the District Engineers are controlled; and all accounts are compiled and submitted to the Examiner of accounts. Finally, the various Commissionerships are grouped into three Public Works Circles as follows:—

| | | | | |
|------------|----------|-----|-----|---------------|
| Agra | Division | ... | ... | } 1st Circle. |
| Meerut | ditto | ... | ... | |
| Rohilkhand | ditto | ... | ... | |
| Lucknow | ditto | ... | ... | } 2nd Circle. |
| Fyzabad | ditto | ... | ... | |
| Kumman | ditto | ... | ... | |
| Allahabad | ditto | ... | ... | } 3rd Circle. |
| Benares | ditto | ... | ... | |
| Gorakhpur | ditto | ... | ... | |

Over each of these circles there is a Superintending Engineer, to whom the Divisional Engineers are subordinate. These Superintending Engineers have no concern with the preparation or submission of accounts, but are solely directing and inspecting officers. It may, the Lieutenant-Governor thinks, be questioned whether, for ordinary administrative purposes, this chain of authority and subordination is not too expensive; but for the purpose of famine administration, which imposes an intense strain, the organization proved by no means too strong.

Indeed, it was found necessary to divide the 3rd Circle into two, the famine relief works in the Allahabad fiscal division being placed under Mr. C. G. Palmer as Superintendent of Relief Works, while the relief works in the Benares and Gorakhpur fiscal divisions, together with all ordinary works in the circle, remained under the Superintending Engineer.

It may here be remarked that ordinary works, so far as not deferred owing to financial pressure, were carried on as usual during the famine.

In addition to the Divisional and District Officers, there were in the famine districts when preparation for relief works began 26 Upper and 77 Lower Subordinates; but many of these—the former especially—were required for ordinary works. As this staff, which was not more than sufficient for ordinary times, was altogether inadequate to meet the pressure which threatened, the necessary steps to strengthen it were taken early in October, by the recruitment on special conditions from outside the Government establishments, of 33 Visiting Inspectors and 652 work agents (who answered to Upper and Lower Subordinates). There was at the time of the greatest pressure considerable difficulty in obtaining efficient men of these classes in sufficient numbers; but, owing to the energy and good-will with which the controlling officers worked, the difficulties were overcome.

The non-commissioned grades, so to speak, of the Public Works Department were sufficiently strengthened and recruited in the way now mentioned; but the highly important work remained of strengthening the Commissioned and controlling ranks, whereby the interests of the State on the one hand and of the recipients of relief on the other could alone be adequately safeguarded. The Irrigation Branch could spare only two officers, and the Lieutenant-Governor in this emergency resolved to ask the Government of India for the services of military officers to assist the departmental officers in the control and management of relief works. Eventually, through the good offices of His Excellency the Commander-in-Chief of the Forces, the services of 8 officers of Royal Engineers and 12 Staff Corps officers were obtained. Instructions were issued for the guidance of these officers, their chief duty being to ascertain and note all deviations from rules and orders, to correct all such deviations on the spot and at once, and to assure themselves, at each inspection of the relief works under their supervision, that no more money was being spent than was necessary, that the expenditure was being properly accounted for, that relief was being adequately administered, and works conducted in a proper, orderly, and methodical manner. Latterly, they were placed in actual charge of a portion of the district. When so employed all reports and returns, except those in regard to purely account matters, were submitted to them by "officers in charge," and so far as regards the management and organization of the relief works, they to a large extent took the place of the District Engineer, who was thus relieved of much correspondence. Of the value of the services of the military officers the Lieutenant-Governor cannot speak too highly. The efficient management of these relief charges, through all difficulties of season and sickness, was greatly due to them. They soon grasped the situation, which must have been entirely novel to most of them, adapted themselves to the circumstances.

and in activity, zeal, watchfulness of the interests of the Government, and humanity towards the people left nothing to be desired. The Lieutenant-Governor desires to acknowledge the great obligation under which they have placed this Government.

At an early date special provision was made for the punctual preparation of the accounts. The Government of India, responding to an appeal from this Government, deputed some senior officers for the purpose, and aid was also procured from the Irrigation Branch of the Public Works Department. Extra clerks were engaged, and the divisional accounts were gradually brought up to a fair standard of punctuality. To illustrate the extraordinary pressure thrown on the accounting staff, it may be mentioned that the ordinary yearly expenditure in the Buildings and Roads Branch of the Public Works Department in the North-Western Provinces and Oudh on works and repairs is about 39 lakhs of rupees, whilst between October 1896 and September 1897 over 134 lakhs were expended on famine works, exclusive of tools and plant and establishment.

From the beginning and subject to the paramount duty of saving life the chief objects aimed at by the Executive officers were, *first*, the exaction of a fair task; and *secondly*, the securing of the punctual payment of the wages earned. A suitable return for the wages paid was invariably insisted on unless the recipient was altogether unfit to labour. A task, light at first in the case of weak persons, was prescribed and, after warnings, enforced by a system of fines first on the digger and, if that did not prove to be effectual, on the carriers also. Recourse might also be had to a penal ration of cooked food or, in extreme cases of recusancy or malingering, to removal to a workhouse. In regard to payments of wages it was found, during the Bundelkhand famine of 1896, that payments twice or three times a week to the labourers were more convenient for all concerned than daily payments. But in 1897 daily payments were preferred. The reason is that in 1896 the numbers on relief were comparatively few: they worked nearer their homes; the grain-dealers knew them better; and their credit was not altogether exhausted. Moreover in 1896 a large staff of trained Public Works subordinates was available for employment within a limited area: and upon the honesty of this staff reliance could be placed. In 1897 the permanent departmental staff went but a small way to supply the necessary control: temporary men were engaged regarding whose probity there was not the same assurance: the vastly increased numbers on relief prevented the grain-dealers from giving credit to individuals whom they did not know. All these circumstances combined to render daily payments necessary, and daily payments therefore were generally made from an early stage of the operations.

This system of daily payment to individuals involved an elaborate organization, which is provided for in the rules prescribed by this Government and known as the rules of the 5th December. The general principle was to divide the workers into charges containing about 5,000 persons exclusive of dependants. At the head of each charge was a charge officer of the standing of "naib tahsildar." The "officer in charge" was responsible for the general management of the charge, including admission and classification of relief workers, payment of wages, supply of food, care of dependants, hospital arrangements, and submission of accounts and returns. Under him were at least two clerks, one of whom was capable of keeping accounts in English. There were also two work agents (sub-overseers), employed on professional matters, such as laying out and measuring work. In organizing the "charge" individuals were grouped into a "gang." When the pressure of distress increased, and whole families came on the works, the families were kept together and ten or more families made a "gang." This gang was the unit with which the Department dealt, and it consisted (exclusive of dependants) of from 50 to 60 persons, 15 of whom were ordinarily diggers and the remainder carriers. At the head of each gang was a "mate," when possible chosen from the gang. The character of the mates procurable varied in different parts of the Provinces. In the 1st and 2nd Circles and in the Gorakhpur division they were usually men able to read and write, and the presence of "literate" mates lay at the bottom of the slight variation which prevailed between the system of charge control there elaborated, and the system which was maintained in the Allahabad division, where the literate mates were few and hard to find. When literate "mates" were not procurable reliance was placed on gang clerks or *muharrirs* (called also *jamadars*), of whom there were from five to ten for a charge.

Various improvements in the system of control and payment were devised from time to time and as experience was gained by actual practice: among these may be here noticed an improvement in the muster-rolls introduced by Colonel R. R. Pulford, C.I.E., R.E., Superintending Engineer of the 2nd or Oudh Circle, whereby the names and residence of each individual worker, the quantity of work done by him or by the gang to which he belonged, and the daily payments made to him can be ascertained at a glance, and fraud at once detected and exposed. This system leaves but little to be desired, if, indeed, it can be improved upon.

In organizing and conducting large relief works particular attention was paid to the provision of medical comforts, sanitation, and a pure water-supply. A field hospital was attached to every large work or charge, under the control of a

medical subordinate, whose duty it was to attend to all urgent cases of illness, supervise the sanitary arrangements, and submit periodic reports on the health of the workpeople. The provision of a supply of pure drinking water was everywhere put in the fore-front of the organization, as a matter of supreme importance. It is now a well-established fact that nothing is so productive of disease on works—especially of cholera—as impure drinking water. The first step, therefore, taken in opening a relief work was to take possession of the wells in the neighbourhood (or to make wells if none existed), to disinfect and purify them, and thenceforward to control the drawing and distribution of the water. To this end a special staff organized with reference to the caste and religious susceptibilities of the people was employed, and a plentiful supply of water-carts or water-vessels was procured. Water for drinking purposes was distributed at fixed places selected with the view to the convenience of the workers, the supply being furnished by these water-carts or vessels.

In this connexion the following remarks by Mr. Palmer, Superintending Engineer, Allahabad Circle, are of much interest :—

“The experience of the present famine and latter part of the preceding, one affords the highest presumptive evidence of the value of permanganate of potassium as a disinfectant in cholera. During April 1896 we were attacked by cholera, and could not in any way get rid of it except by marching the people from place to place till it died out. We felt all the time that we were not combating it, but simply running away till it was tired out. Under this difficulty I consulted Professor Hankin of Agra on the subject, and he immediately furnished me with instructions on the use of permanganate of potassium, which were issued to all on the 18th April 1896; but the permanganate did not come to hand till May. In the succeeding epidemic of May 1896 the permanganate was used somewhat perfunctorily and without any understanding of its importance, or much belief in its efficacy, on the part of the Officers-in-charge and the Visiting Inspectors: its use, however, extended. The disinfection of wells is strongly insisted on in the Public Works Department Rules issued in December 1896, and enforced general attention to the point. The first March epidemic in Allahabad was earlier than expected and caught us in the midst of a struggle with other difficulties, and without a large enough supply of the drug at hand. A supply of 1,700lbs. of permanganate was at once ordered (ready made up in 5lb. boxes of two-ounce packets) and obtained with difficulty: meanwhile the epidemic raged in just the same ungovernable way as last year. In April we got the drug well distributed at all points and the disinfection of wells going on everywhere, apparently contaminated or not. After this there was no more mere blind running away from cholera, but we were able to fight it, and we did so with early success in every case excepting the attack in Hamirpur. All officers on the relief works got to thoroughly believe in the efficacy of the drug, and much attention was given to its use. Many zamindars asked for packets of it for use in wells which were not near our works, and many others asked us to disinfect their wells for them. Under the name of *lal dawā*, this drug is now familiar in

every hamlet of the Bundelkhand districts and is largely believed in. It has been often shown how impossible it is to ensure disinfection, very picturesquely shown by Professor Hankin in many cases; but there is no reasonable doubt that in permanganate of potassium we have a most valuable ally in combating these baneful choleraic epidemics. Altogether we used up about 1,950 lbs. of the drug; and the small practical point of having it ready made up in two-ounce packets, packed 40 in a tin box, was found to be of the greatest assistance in facilitating its use. The simple directions now are, to go on putting in half a packet at a time till the water retains a faint pink colour for four hours; and to repeat the dose every week, preferably on a Sunday."

As the Intermediate system of relief works to which already reference has been made more than once forms a new and important feature of famine relief administration, it is desirable at this point to describe the circumstances under which it was devised and the causes which led to its early adoption in districts not suffering from very acute distress and on the commencement of the rains in all the remaining districts.

In the shape originally adopted, work under the Intermediate system was distributed among piece-workers or gangers, who were, in effect, petty contractors paying the labourers fixed wages and themselves remunerated by rates which allowed sufficient margin for their own labour and expenses. The works were, in fact, conducted on the ordinary system of Public Works with the small substituted for the large contractors, and provision made for securing the employment and fair remuneration for labourers requiring relief. Though possessing certain advantages, this early system was found to fail in one particular. The ganger, or middleman, had a direct object in employing only the most efficient labour, and in practice it was found impossible to always prevent the exclusion of weakly or inefficient workers who could not render a reasonably full task. The persons excluded were generally those who stood most in need of relief. Those who least needed assistance were able to earn much more than a subsistence wage, while those who most required it were sometimes unable to earn anything.

A modification was therefore introduced at first in a tentative form, in certain localities, by which the middleman was excluded and the work given out direct to the labourers by the official staff, who also measured up the work done and distributed the payment. This arrangement put an end to the complaints which existed against the system in its first form.

The objects aimed at in the modified form of Intermediate works were—

- (1) to exclude from relief works those who could find employment elsewhere or were not dependent on such works for their subsistence;

- (2) to get rid of so many of the dependants and useless workers as were a source of danger and demoralization, and whose friends, included in the preceding category, were able to support them ;
- (3) to secure a better outturn of work for the money expended.

The first object was gained by the imposition of a more stringent labour test and by the principle of payment by results, subject to a maximum wage. Special attention is invited to this matter of a maximum wage. At page 130, Volume III, of the Report of the Indian Famine Commission, a doubt is expressed whether it was possible to obviate the objection raised to the system of piece-work labour in that it permitted a practised or professional workman to earn more than need be allowed him as relief. The experience now gained shows that the objection can be obviated by the imposition of a maximum wage combined with careful maintenance and check of muster-rolls. The maximum wage may be regulated with reference to the individual labourer or to the family.

The limitation on possible earnings, while securing this first object, tended also to prevent competition with private employment or ordinary Public Works.

It may be added that the Intermediate system, as worked by this Government, though imposing a maximum wage limit, does not include any provision for the payment of a minimum wage irrespective of task. This minimum wage is prejudicial to economy and discipline; it cannot, indeed, be dispensed with when famine is acute. But it should never be permitted except in connexion with the task and gang system prescribed by the Code : and even then should be qualified by the enforcement of the penal ration or removal to the poorhouse in case of malingers.

The second object was furthered by permitting the able-bodied members of a family to earn enough to support their dependants as well as themselves. And here it may be noted that work was so regulated on week days, as to permit the labourers to earn so much extra during those days, as would support them and their dependants, without work, on Sundays.

On the third object noted above no explanatory remarks are called for; it is self-explanatory.

Further experience of the working of this Intermediate system led to two modifications of the scheme as first defined. Families coming on the works brought young children who were unfit for labour, but could not be separated from their relatives. It was observed in some localities that the condition of such children was bad, owing to neglect or indifference on the part of their parents. This phenomenon was not

confined to Intermediate works or due to any defect of system. It was first observed on the Famine Code works, where the children received a money dole sufficient for their support. It was even noticed in the case of children for whose maintenance the parents had gratuitously received similar money doles at their own homes. One of the unhappy effects of this protracted scarcity has been to weaken the ties of domestic duty and parental affection, and to lead parents to consume themselves the relief provided for their children who were not required to work. Where this state of affairs existed, the plan was adopted first on Code works of supplying young children with cooked food instead of a money dole. On Intermediate works, where the necessity arose, discretion was given (and often acted on) to Divisional Officers to authorize distribution of cooked food to young children and to add one pice to supplement the diet of nursing mothers. This was no doubt a departure from the original principle; but as these children could not be removed from their parents and placed in poorhouses or on village lists, there was no alternative but to either acquiesce in their maltreatment or to provide them with a daily meal.

It was further discovered that the standard task originally laid down, thought suited for persons of ordinary physique, pressed hardly on persons who were infirm or in reduced condition. When such persons were employed to any substantial extent with effective workers, the outturn of work and the earnings of the whole party were reduced—a result which pressed unfairly on those who had themselves rendered a full 'ask. Permission was consequently given to form these weaklings into separate gangs and prescribe a reduced task for them. No other change in the system was found necessary, though occasionally the proportion of carriers to diggers was exceeded where it became necessary to find employment for a disproportionate number of applicants of the former class.

Though the Intermediate system was undoubtedly effectual in keeping down the numbers on relief works, yet it is not possible to quantify the exact reduction attributable to that cause alone. The reopening of field labour had caused many to leave the works before the Intermediate system was introduced, and the same cause continued to operate after its introduction. At the same time there are instances of works being abandoned and not resumed as soon as the system of payment by results was enforced. The information before Government showed that numbers left to seek other employment who would have remained under the Code system, and that many more were deterred by the same consideration from returning after the completion of the *rabi* harvest. Persons, for instance, who were content to resort to works in the neighbourhood of their homes and earn a subsistence wage by a

few hours' labour would not undertake piecework. which required a fair day's work for a fair wage.

It may be observed that districts under the Intermediate system have kept wonderfully free from cholera during the summer. The outbreaks have been few and mild. Among the large numbers on Code works in the very distressed districts the cases of epidemic cholera have been more numerous, persistent, and fatal. The cause is to be found in the better physique of the people in the districts in which the Intermediate system prevailed, in the absence of the weak and sickly "dependants," and consequently in the less crowded state of the works, which rendered easier the preservation of the water-supply from pollution.

Generally it may be said that this Intermediate system was not suitable for districts where the distress was most acute. In such tracts it was necessary to arrange works which would provide a moderate fixed task and a bare subsistence wage for each applicant. The piecework system was unsuited for such conditions. The Intermediate system was accordingly restricted to those districts where distress was less severe and less extended. These comprised all districts, except the four Bundelkhand districts, South Allahabad, and Hardoi. Only in the case of a small portion of Unao, bordering on Hardoi, was it found desirable to revert again to the Code system in those districts in which it was abandoned.

It is necessary now to revert to the sequence of events. Early in December the general orders already mentioned as the outcome of experience gained in the Bundelkhand famine were supplemented by the issue of more detailed instructions, which, though based generally on the Famine Code, differed from it in the method of computing wages, in simplifying the classification of workers, and in the methods of enforcing task work. These instructions (for the basis of which the Lieut-

- I.—Establishment.
- II.—Tools and baskets.
- III.—Funds and supply of coin.
- IV.—Drinking water
- V.—Food
- VI.—Field hospitals
- VII.—Butting.
- VIII.—Conservancy.

- IX.—Organization of relief labour.
- X.—The task; setting out work, and getting it done.
- XI.—Wages
- XII.—Reports and accounts in the field.
- XIII.—Checking work, numbers, and payments.

tenant-Governor was indebted to Mr. Palmer, Superintending Engineer, Allahabad Division) took the shape of rules, divided into sections, which, as the headings noted in the margin will show, dealt with the management of relief works in detail. These

rules include instructions drawn up by the Government Bacteriologist and Chemical Examiner, for the purification and disinfection of wells as a means of checking epidemics of cholera. They include also a ready reckoner for the calculation of wages. These rules as issued have, it is believed, been adopted in some other Provinces as the basis of the Public Works relief organization there.

It was from the first recognised that these rules, based as they were chiefly on experience acquired in part of one

Province, would be liable to modification in order to suit the diverse conditions of other parts of the North-Western Provinces and Oudh. It was accordingly laid down that while certain general principles of universal application which the rules embodied should not be altered without the express sanction of Government, yet that a reasonable discretion was allowed to executive officers on the spot in adapting the rules on other matters to particular or local requirements. Although through the famine there was no hesitation in adapting the rules to circumstances as they changed, owing to the advent of the spring harvest, the change in the season, outbreaks of cholera or other circumstances, still the only substantial deviations of importance introduced, consisted in the method of payment and in an improved form of gang register to which reference has already been made.

But while the Government thus gave a very large measure of discretion to the officers on the spot, it insisted on the submission of immediate information as to what had been and was being done. The District Engineer, so soon as he had compiled the return (Form III, Famine Code) which he is required to forward to the Collector weekly, submitted a note directly to the Chief Engineer detailing the number of persons employed, the expenditure incurred, the work done, the rate of wages paid, the number of works open, and other particulars. An abstract of this information for the whole province, together with the notes themselves, was submitted weekly to the Lieutenant-Governor by the Chief Engineer personally, and instructions taken in regard to any matters which appeared to require attention. Where a doubtful point required explanation, the District Engineer was addressed direct, usually by telegram, and in other cases the Superintending or Divisional Engineer was addressed. This procedure saved much time; because as the Superintending or Divisional Engineers were constantly moving, any periodical returns requiring their intervention would probably, in the ordinary course, have reached Government many days after the District Engineer's notes were actually received. A further, and a very great, advantage was the diminution in office work, no periodical returns of this nature being necessary from Divisional or Superintending Engineers. The tendency as the famine increased in intensity was to insist on these notes being more and more full and complete, thus enabling the Government to judge whether the pressure at the time was being adequately met, whether one district or division could spare assistance for another, whether sufficient provision was being made for the future, and above all whether the expenditure was being kept within reasonable limits.

The preparatory measures already described were completed by the 5th of December, well in advance of

the pressure which followed. They were devised to meet the exigencies of a famine which it was foreseen would be severe, but the extent and duration of which was necessarily uncertain. The Government in its famine policy had three aims. The first aim was to ensure that all destitute persons should be relieved: the second that they should be compelled to do all the work of which they were capable, partly as a test of their requiring relief, and partly to obtain value for expenditure incurred: the third aim was the strict limitation of the relief administered or the expenditure incurred to the amount necessary to save life. There were two main tests of distress—a high task, and a low subsistence wage combined with a distance test. In the districts which had not suffered in the preceding year high tasks were enforced. In those acutely distressed districts which had passed through a famine in the preceding spring and summer the condition of the people was so low that a high task could not be performed, and here, at first, reliance was placed on the subsistence wage combined with the distance test. In other words, people had not only to complete the task entitling them to the subsistence wage, but they had to show that they were really in need of relief by seeking it at some distance from their homes. Later on, after the *rabî* or spring harvest had replenished grain stocks to some extent, the "Intermediate system" of works, which has been explained, was introduced and had the effect of a fairly high task very rigidly enforced. But at all times and under both systems the task exacted was all that could be obtained in the conditions under which it was necessary to grant relief. The high proportion which carriers (women and children) would bear to diggers was foreseen in the rules; but in judging the Public Works system of famine relief during 1897 on the basis of the quantity of earthwork executed per unit and its cost, it must not be forgotten that a substantial part of the Provinces had passed through a severe famine in 1896: that the condition of the population then was very enfeebled: that during the *rabî* harvest, and to a lesser extent from that time up to the close of the relief works, the people, especially the diggers employed on relief works, consisted largely of the old and infirm, those capable of doing a full or more than a full day's work having found employment elsewhere in harvesting, where they could earn more than a subsistence wage. While food grain was selling for less than 10 seers (20lbs.) per rupee, the maximum wage was seven pice for a digger or $1\frac{3}{4}$ anna. When the price of food grain fell to 12 seers (24lbs.) per rupee, the maximum wage was lowered to $1\frac{1}{2}$ anna per day, while adult carriers got $1\frac{1}{4}$ anna and children proportionately less. No wage in excess of that admissible under the rules was ever permitted. So that persons in good physical condition, who could earn

more than a bare subsistence wage elsewhere, found in the relief works no attraction. It was only when a whole family came and worked together that a fraction over the bare subsistence wage could be earned by the group.

Whilst every endeavour was made to select for execution only works of a permanent character and of distinct public utility, those works or portions of works which could not be carried out by relief labour were deliberately left undone. For instance, where unmetalled roads were made—and they were the class of work which were most generally carried out—no bridges were built. In order to render these roads completely useful, bridges will, no doubt, be necessary, but the Lieutenant-Governor declined to permit funds provided by the Imperial Government for famine relief to be expended on work for skilled labourers, who were not distressed and who could find their ordinary employment elsewhere. The works carried out are therefore less complete than they would have been had the principle restricting employment to persons really distressed been less scrupulously followed. But so well has the work been done that in response to inquiries made recently as to the sum necessary to repair the damages caused by the late heavy rains to these famine roads, estimates for no more than Rs. 130,488 have been sanctioned. This gives an average of something more than Rs. 39 a mile. In order that the famine roads may be permanently useful, they must be bridged, and estimates for bridges are now being prepared. The bridges will be constructed from provincial or district funds.

The works carried out, with the exception of some canal works, were mostly roads, tanks, and wells with a few miscellaneous works. The great Sarda Canal project, which was first suggested as the backbone of relief work in Oudh, was after careful inquiry both in the office and in the field not undertaken. It was found that this great project called for more mature consideration than could, in the throes of the present emergency, be given to it. It seemed to involve engineering difficulties as well as a danger of waterlogging the country, in which the water level was found by extensive experiments to be much nearer the surface than had been supposed. Moreover, the opposition of the landholders and the vast expenditure the work would necessitate rendered it impossible to undertake it as a famine measure without delay or further consideration.

The only railways on which work was executed were the extension of the Oudh and Rohilkhand and the Bengal and North-Western Railways, which had been in progress before the famine set in. The reasons why no fresh railway projects were undertaken were these. As stated in Article 18 of the

North-Western Provinces Famine Code, railways are, as a rule, unsuitable as famine relief works, owing to the very small percentage of the cost which is spent on unskilled labour. The most suitable works for relief purposes are unmetalled roads, tank, canal, and drainage works; it is only after these are exhausted or when it is clear they will not suffice to afford all the employment necessary that railways, in which about four-fifths of the expenditure does not serve relief purposes,

should be undertaken. The Government of India, having regard to these considerations, enumerated four railways, marginally noted, on which work might perhaps be commenced, and authorized this Government to make arrangements with the Bengal and North-Western Railway Company to commence one or more of the several extensions or branches of that system which had been previously proposed. But with one exception no progress could be made with these projects. The alignment of the Agra-Delhi chord line was so doubtful that work on it could not be undertaken during the famine, while the Government of India eventually found themselves unable to sanction the commencement of the Gháziabad-Moradabad or Shikohabad-Mainpuri-Farukhabad line. The Hardwar-Dehra line was begun; but this railway does not pass through famine districts.

In regard to the extensions of the Bengal and North-Western Railway, the construction of the Azamgarh-Sháhganj connection was sanctioned; but work could not be begun before the rains had set in. It was intended to carry out the Gorakhpur-Captainganj-Gandak Railway by famine relief agency, the Directors of the Bengal and North-Western Railway Company agreeing to eventually take over the line. But the surveys were not ready, while in the Gorakhpur district the other works in the programme were found more than adequate for the emergency.

Certain projects for light railways or tramways were also considered; but as the proposed alignments passed through regions which required no relief works, the projects were not pressed.

In Chapter II of this narrative it is stated that except in Banda, where a few quarry works remained open in August 1896, all Department of Public Works relief works in Bundelkhand had been closed by the middle of the preceding month of July. These quarry works continued during August to attract a few labourers, but it will be convenient to regard these insignificant relief operations as falling within the period of the local famine of 1896; and to date the commencement of the general famine relief operations from October 1st. If this be done, the progress of relief operations controlled

by the Department of Public Works during the general famine may conveniently be divided into four periods:—

- I.—From the 1st October to the 30th November 1896, which was largely a time of preparation, though by the end of November nine districts had been declared to be distressed and regular relief or test works under Public Works control were in progress in 11 districts.
- II.—From the 1st December 1896 to the end of February 1897, when works were expanding in all districts, the culminating point being the last week in February.
- III.—From the 1st March to 15th April, during which famine works were in active progress, though the numbers on relief works were, compared to the second period, much diminished, owing to the harvest operations in progress and to the general introduction of the modified Intermediate system in districts where distress was not most acute.
- IV.—From the 15th April to the 30th June, when relief operations again expanded, owing to the completion of the harvesting, and to the continued pressure of prices which, owing to causes already noticed, had not fallen to any marked extent.
- V.—From the 1st July till the 15th September, when operations became gradually contracted and when only selected works, such as *kankar* collection and stone quarrying, could, owing to the rains, be carried on. All famine relief works under the Public Works Department were closed on the 15th September.

The numbers of persons on relief works under the control of the Public Works Department were as follows on the last Saturday in each month:—

| Month. | Famine Districts | | | Scarcity Districts. | | | Grand Total. |
|---------------------|------------------|--------------|-----------|---------------------|--------------|--------|--------------|
| | Workers | Depend-ants. | Total | Workers. | Depend-ants. | Total. | |
| October 1896 .. | 26,545 | 4,719 | 30,264 | 44 | | 44 | 30,308 |
| November " ... | 69,453 | 20,867 | 110,320 | 468 | 2 | 470 | 110,790 |
| December " ... | 195,685 | 53,114 | 247,799 | 12,233 | 1,642 | 13,865 | 261,664 |
| January 1897 ... | 727,184 | 180,345 | 907,479 | 41,633 | 2,404 | 44,439 | 951,918 |
| February " ... | 1,006,303 | 253,964 | 1,259,267 | 53,631 | 7,672 | 66,038 | 1,325,960 |
| March " ... | 907,640 | 144,332 | 752,132 | 4,465 | | 4,465 | 756,627 |
| April " ... | 671,676 | 115,563 | 787,239 | 1,841 | | 1,841 | 789,080 |
| May " ... | 603,243 | 180,790 | 1,050,033 | 11,435 | 1,023 | 12,659 | 1,063,692 |
| June " ... | 339,388 | 71,285 | 410,623 | 6,166 | 960 | 7,152 | 417,775 |
| July " ... | 76,609 | 14,778 | 91,287 | 1,324 | ... | 1,224 | 92,511 |
| August " ... | 19,737 | 4,058 | 23,795 | N/L | N/L | N/L | 23,795 |
| 15th September 1897 | 6,966 | 1,002 | 7,968 | N/L | N/L | N/L | 7,968 |

The largest number employed on the same day was 1,064,124 workers and 261,828 dependants, or a total of 1,325,950, more than nine-tenths of the dependants being children under seven years of age. The largest number employed on any one day not being necessarily the same day was as shown below. The figures are given with the object of indicating the greatest pressure in each circle:—

| | | | |
|-----------------------|-----|-----|---------|
| 1st Circle | ... | ... | 94,154 |
| 2nd Circle | ... | ... | 451,000 |
| 3rd Circle | ... | ... | 143,471 |
| 3rd Additional Circle | ... | ... | 777,018 |

The first period of the famine was mainly preparatory; but at the end of November the following nine districts had become distressed: Allahabad, Hamirpur, Banda, Jhansi, Jalaun, Jaunpur, Rae Bareilly, Sitapur, and Hardoi, while several other districts were under observation. In the 3rd Additional Circle, in which over one-half of the persons on relief works in the Province were employed, the Public Works permanent staff was familiar with the system to be followed, having learnt the lesson in Bundelkhand in the previous spring and summer: and there was no difficulty there in commencing works wherever and whenever required. The tools and plant which had been procured for the famine in the earlier part of the year were more than ample for the present requirements. In other districts the staff generally had not had the advantage of previous experience; but they were, so far as possible, leavened with experienced men, they soon settled down to the work, and no difficulty was found in providing work as required, especially as in the beginning the influx of distressed people was gradual. Afterwards the advent of people to the works was more difficult to deal with, being marked by rushes, numbering many thousands, at one time and place. To provide a sufficient staff for such conditions the plan was adopted of appointing subordinates as supernumeraries to charges in operation, in order to enable them to acquire the requisite experience. Having been taught, they were drafted for employment at all points of pressure.

The second period of the famine, 1st of December 1896 to the end of February 1897, was that in which the greatest strain was felt by the Public Works Department. The number of distressed districts rose to 19 and the number of persons on relief works increased daily, corresponding additions being from time to time made to the subordinate staff. The greatest difficulty was experienced in connection with the sudden rushes of large number of distressed persons to works in particular districts and parts of districts, to which allusion has already been made. For example, in the Allahabad district there was a rush of nearly 60,000 people in a few days. This caused an intense strain, the nature of which may be judged from

the following passage from the report of Mr. Palmer, Superintending Engineer of the Allahabad Circle :—

“The organization had to register these vast numbers of people; form them into gangs and parties; find and keep them in work; keep them going with tools and baskets; measure their work; pay them daily; draw and distribute their drinking water, and disinfect every well they approached; continuously force them to observe the simplest rules of sanitation; provide a number of them with shelter; run up field hospitals; attend to their wants and shift them to new ground in epidemics; and, finally, to bury or burn the dead. They were in such vast numbers, and so large a proportion had temporarily broken with their village life, that it was necessary to look after them in every detail. In addition to these duties a large proportion of the children had to be fed; and at one time over 40,000 children were receiving two cooked meals a day, prepared and distributed at 283 different places scattered over an area of over 15,000 square miles.”

Still the system proved stronger than the strain upon it.

To control the vast multitude (which, as already stated, reached 1,325,950 people in the end of February), to direct the professional and general management of the works, to regulate payments, and to supervise the administration of gratuitous relief to dependants and the maintenance of sanitary precautions, the staff, including officers of the rank of Upper Subordinates, consisted of 136 officers, departmental and military, classed as follows :—

| | |
|--|-----|
| Chief Engineer | 1 |
| Superintending Engineers | 4 |
| Divisional Engineers | 8 |
| District and Assistant Engineers .. | 44 |
| Military Officers lent by the Commander-in-Chief ... | 20 |
| Upper Subordinates | 26 |
| Visiting Inspectors | 33 |
| Total | 136 |

The subordinate agency when at its greatest strength consisted of the following officers who worked under the controlling staff mentioned above :—

- 77 Lower subordinates
- 652 Work agents (answering to Lower subordinates).
- 274 Nâib tahsildârs (Officers-in-charge).
- 104 Ditto (not Officers-in-charge).
- 142 Hospital assistants or compounders.

The smallness of this controlling staff is noteworthy. It will appear later on that the cost of establishment was only Rs. 3,77,844, or less than 3 per cent. on the amount of wages paid.

The period, 1st March to 15th April 1897, marking the continuance of the spring harvest, exhibited a diminution in the numbers of persons on the works in all districts except in some of the Allahabad division; and in most districts the decrease was permanent. The chief incidents of this period were the dispersal of the relief workers in the Allahabad

district into small charges of 500 to 700 persons, owing to the cholera epidemic, which has already been referred to, and the introduction of the "Intermediate system" of works into all districts except Bundelkhand, Allahabad, and Hardoi.

The period between the 15th April and the advent of the rains in June was marked by a vast increase in the numbers on relief works. The employment afforded by the spring harvest ceased towards the end of April: and people who were dependent on labour for their subsistence, and who had saved but little from employment in gathering a very short harvest, flocked back to the works. The pressure on the establishment was renewed, and in the end of May nearly reached the pitch it had attained in the end of February. But this period produced no new developments calling for adaptations or adjustments of system or rules: the events were repetitions of previous experience, although reproduced under infinitely more trying circumstances of climate and general health.

Towards the end of May it became necessary to provide for the advent of the rains, and on the 27th May general orders were issued by Government touching the principles which were to be observed when the rains commenced. With the object of reducing all inducements to persons to remain on relief works after the rains had commenced, instructions were issued to stiffen rates and increase tasks when labour in the fields once more became practicable.

The rains began in the third week of June and produced an immediate effect on the number of labourers, which, in anticipation of the advent of the monsoon, had previously shown a tendency to fall. On the 19th June the number of labourers and dependants was 942,000 in round numbers; on the 26th June the number had fallen to 417,775. Owing to the unfortunate suspension of the monsoon rains during the first fortnight of July, to which reference has already been made, the numbers rose again, and on the 10th July stood at 465,161; but on the re-establishment of the monsoon about 12th July the numbers again rapidly fell: so that by the end of July they stood at 92,511, and it was possible to close the departmental relief works in 19 out of the 36 districts which were distressed or under observation. About the same time it was found possible to calculate the wage rate in the most distressed districts on the basis of a price current of 12 seers of food grain per rupee instead of 10 seers as previously, and to reduce the staff materially.

During the period from the 1st of August to the 15th September works remained open in 17 districts, and consisted mainly of *kankar* collection and stone quarrying, the number on the last Saturday of August being 23,795 and on the 15th of September 7,268 persons. After the Lieutenant-Governor had visited the distressed divisions in July, orders were issued

to close all works on the 15th of September, which were duly carried out.

It was at one time stated, though not originally in connection with these Provinces, that relief works attracted labourers from railway works. In the North-Western Provinces and Oudh railway works were during the prevalence of the famine in progress in the districts marginally noted. In the

- | | |
|---------------|----------------|
| (1) Bahraich. | (4) Ghazipur. |
| (2) Ballia | (5) Gonda |
| (3) Benares | (6) Gorakhpur. |
| (7) Azamgarh. | |

first four districts named no relief works of any description were undertaken during the famine. In the three remaining districts the maximum number of persons—men, women, and children—employed at any time on relief works never exceeded 46,000 out of a population of 5½ millions, and were usually very much below this figure. Obviously these figures could in no case lend much support to a charge of competition with private or other enterprise: and a minute examination of the facts shows that they lend no support whatever. The Gorakhpur district, of the three, furnished the greatest number (33,000) of relief labourers; while none of these were employed in the vicinity of the railway works. In Azamgarh, so long as railway works were in progress, special care was taken not to open relief works in their vicinity, and the Railway Resident Engineer, at the height of the pressure (in May) admitted that, as a matter of fact, no labourers had been attracted from railway to relief works. In Gonda the numbers on relief works were always insignificant. If private employers failed to obtain all the labour they wanted, the reason was that the rate of wages they offered failed to follow the great rise in the prices of food. If any railway in these Provinces experienced a similar difficulty, the difficulty was due to the competition of other railways. Ordinary labourers could not get a subsistence on the works at the normal rates paid by the Railway employers operating in the North-Western Provinces and Oudh; though, as a prominent Railway Manager said, the Luniah (professional labourer) could earn a subsistence "at extra good lift and lead rates." The result was that the ordinary labourer was not attracted to the railway works, while there was an unusually large emigration of the professional class in October and November, long before relief works were started, to the Assam-Bengal Railway. The contract rates in famine districts for earthwork on railways should have been increased if the railway desired to command the labour market, but this increase was not made. The rate paid on relief works in Gorakhpur from the end of March was Re 1-14-0 per thousand cubic feet, or three annas per one hundred cubic feet only. As in that district 100 cubic feet was the ordinary daily task of a working party of three individuals who were not allowed to execute more than 125 cubic feet in one day as a

maximum, it is obvious that the party could earn no more than three annas and nine pies between them. As gratuitous relief to dependants on the works was not then allowed, it is obvious that with grain at 10 to 12 seers the rupee no more than a bare subsistence could be earned on relief works, and that there could be no competition for labourers between relief and railway works.

The fact is that the numbers of persons employed on relief works in districts where railway works were in progress were comparatively insignificant. Of those so employed, only a small proportion (less than one-sixth) could in any case have earned on railway works a living wage; while the proportion of the sixth who might have conceivably been employed on railways had, whilst working on relief works, to be content with a wage of three annas and nine pies per day per family, usually consisting of five people. It is repeated that in such circumstances there could have been no competition with private employers.

The expenditure on the works carried out under the circumstances and on the system described in the preceding paragraphs in connexion with the general famine from 1st October 1896 up to the close of the Departmental relief operations on 15th September 1897 was as follows:—

| | Rs. |
|---|--------------------|
| <i>Works, including wages of relief labourers, cost of work establishment and expenditure on contingencies</i> | 1,16,77,295 |
| <i>Gratuitous relief—</i> | |
| I.—To dependants | 8,27,038 |
| II.—To relief labourers for allowances on Sundays and other days when labour was suspended | 9,62,968 |
| <i>Establishment</i> | 3,77,844 |
| <i>Tools and Plant</i> | 6,04,230 |
| Total | <u>1,44,49,375</u> |

The following figures show the expenditure in each circle, and permit an opinion to be formed of the relative pressure of the distress in each:—

| | Rs. |
|--------------------------------|-----------|
| First Circle | 7,32,949 |
| Second Circle | 31,80,213 |
| Third Circle | 12,18,503 |
| Third Additional Circle | 93,17,710 |

The total number of persons relieved, reduced to units supported for one day, was 179,744,948 of a daily average of nearly one million for six months. The gross cost per person relieved was therefore 1 anna 3·4 pies per head, no credit being taken for the value of

| | |
|---|--------------------|
| Men | 46,754,838 |
| Women | 59,019,687 |
| Working children | 89,860,990 |
| Dependants, mostly children under seven years . . . | 84,708,448 |
| Total | <u>179,744,948</u> |

the work done or the value of tools and plant, a large part of which will be gradually sold, and some recoveries thereby effected.

In calculating out the average daily *wage* paid, a deduction must be made from the total sum paid under the head of *works* on account of expenditure on contingencies, and the cost of work establishment. The average daily wage resulting falls at 13 3 pies per head or Rs. 2-1-3 per mensem.

The average cost of the gratuitous relief to dependants emerges at 4 5 pies per head per day, or 11 annas 3 pies per mensem.

Attention has already been called to the exceptionally low proportion which the cost of establishment bears to the total expenditure. This is due to the policy which this Government steadily pursued of working almost entirely with Native agency, and trusting to precise rules, constant supervision, and exact procedure controlled by European officers for the maintenance of fair dealing and strict discipline.

The works, which may all be classed as "Major," comprise 3,274 miles of road constructed or remodelled—a mileage which is more than three times the distance of Calcutta from Bombay. In addition 1,463 reservoirs (some very large) and tanks were constructed or excavated, and these also may be regarded as major works, the tanks having been constructed in groups. Moreover many useful miscellaneous works were completed which are enumerated in the Superintending Engineers' Reports printed in the appendices to this narrative. The roads constructed or raised were, as a rule, either feeder roads to railways or roads which it had been some years previously determined to construct or improve as part of a general scheme for developing the inter-district communications of the North-Western Provinces and Oudh. They should be all regarded as of a permanent nature and of distinct public utility. The reservoirs constructed, and the tanks deepened or otherwise improved will in all cases be of use, and in some cases of great value, to the community. They must also be regarded as permanent improvements of their kind, in some cases of general and in all others of local utility. In Bundelkhand and Allahabad, where this class of work has been most extensively carried out, tanks are especially valuable, being there extensively used for purposes of irrigation. In all cases the reservoirs and tanks are an important addition to the district resources, not only as being useful for irrigation and watering cattle, but also as tending to keep up the water-level in the village wells, which are usually not far from the tank. In both Allahabad and the Bundelkhand districts there is in the hot weather a greater or less deficiency in the water-supply, so that works tending to its improvement were very desirable.

The quantity of work carried out is shown in the following figured statement:—

| | 1st Circle. | 2nd Circle. | 3rd Circle | Additional 3rd Circle. | Total. |
|---|-------------|-------------|-------------|---------------------------|---------------|
| | Cubic feet. | Cubic feet. | Cubic feet. | Cubic feet. | Cubic feet. |
| 1. Earthwork in roads, | 177,861,471 | 410,283,148 | 125,867,894 | 840,561,659 | 1,058,564,107 |
| 2. Ditto in reservoirs, tanks and canals. | 525,320 | 57,043,613 | 81,066,569 | 440,863,046 | 579,483,447 |
| 3. Stone, broken, in some cases also carried. | Nil. | Nil. | 164,213 | 1,550,000 | 1,714,213 |
| 4. Gravel excavated .. | Nil. | Nil. | 19,158 | 1,875,000 | 1,893,158 |
| 5. Limestone nodules collected. | 409,989 | 209,956 | 812,780 | Nil. | 1,532,735 |
| 6. Bricks excavated from old Forts, &c | Nil. | 729,807 | Nil. | Nil. | 729,807 |

The total quantity of work done is therefore, reducing the heavy stone and gravel work to the denomination of earthwork, about 1,680 millions of cubic feet. Having regard to the number of labourers exhibited in the penultimate page, the outturn of work done by each group of one digger and three carriers (Sundays and non-working days being excluded) would be 52 cubic feet daily. If it be borne in mind that this average includes persons engaged on sanitary, conservancy, and miscellaneous duties, that 28 per cent. of the workers were children, and that the diggers as well as the carriers were generally of poor physique, this outturn will not appear inadequate.

In reviewing famine expenditure estimates are usually given of the cost which would probably have been incurred in executing, by ordinary labour in an ordinary or non-scarcity year, the work actually done during the famine year. Into all such estimates considerable uncertainty must enter because much of the work done in relief of famine is never undertaken or done in ordinary years by the same classes of people, or in the same quantities, or at the same season of the year, or under similar conditions of exposure to inclemencies of climate or the attacks of disease. As the Superintending Engineer of the 3rd Additional Circle says in his report—

“The work ordinarily done by the Public Works Department is comparatively small in quantity and is done by the temporarily surplus labour population during the season suitable for most effective digging or else when labour is otherwise unemployed: and the ordinary Public Works Department's rates are based on these conditions. If earthwork were required in large quantities—in quantities even remotely approaching those we are dealing with—to be carried out throughout the hot weather, it would be impossible to get it done for the usual Public Works rates. I doubt whether any reasonable addition to the ordinary rates would enable us to get this quantity of work done in an ordinary year in these districts. But putting that aside it is certain that a rate of not less than Rs. 4 per 1,000 cubic feet would have to be given for the work; and probably that rate would not get any large proportion of the work completed.”

Having regard to these considerations the Chief Engineer (with whom this Government agrees) is of opinion that the following statement exhibits with reasonable fairness the

cost at which the work actually done during the famine might be done in an ordinary or non-famine year :—

| | 1st Circle. | 2nd Circle | 3rd Circle. | Additional 3rd Circle | Total. |
|---|-------------|------------|-------------|-----------------------|-----------|
| | Rs. | Rs. | Rs. | Rs. | Rs. |
| Estimated cost of work if carried out by ordinary labour in an ordinary or non-famine year. | 5,30,000 | 15,20,000 | 7,50,000 | 40,00,000 | 68,20,000 |

The extra cost of the work done which should be charged to famine as expenditure on relief proper and on sanitary precautions is, therefore, about 48 lakhs of rupees. The value of the work done has therefore been 59 per cent. of the total expenditure incurred, while if the cost of the special sanitary precautions taken on the works be deducted, the percentage will exceed 62 per cent.

The circumstances of the various parts of the North-Western Provinces and Oudh vary so much that figures giving for the Provinces as a whole a general average of the quantity of work done per head or the cost per 1,000 cubic feet must be of little value. But the averages for each Public Works circle are more instructive. They are exhibited in the following statement which gives the cost per 1,000 cubic feet of earthwork calculated on the total expenditure of 116½ lakhs under the head "Works" :—

| | 1st Circle. | 2nd Circle | 3rd Circle. | Additional 3rd Circle. |
|---|-------------|------------|-------------|------------------------|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| Rate per 1,000 cubic feet of earthwork, dressing included, Famine Code system. | 3 9 5 | 6 2 7 | 5 12 5 | 9 2 5 |
| Rate per 1,000 cubic feet of earthwork, dressing included, Intermediate system. | 3 5 5 | 8 13 11 | 4 0 2 | 5 14 8 |

The comparatively high scale of rates in the additional 3rd Circle is accounted for by the very reduced condition of the Bundelkhand peasantry who had passed through a serious famine in 1896, and by the circumstance that the black cotton soil of that region when baked with the sun resists the pick or shovel almost as stone does.

In conclusion, it may be mentioned here that neither the accounts prescribed in the Famine Code nor the ordinary Public Works accounts give the information which is necessary for statistical purposes, and that one important administrative lesson clearly taught by the late famine is the necessity of determining, in the first instance, what information is necessary for statistical or other purposes, and so arranging the initial accounts that the heads of expenditure and details of numbers of persons employed shall be separated in such a manner as to permit the information wanted being readily obtained. This will be provided for in the new edition of the Famine Code which is now being prepared in the light of the experience of the last two years.

CHAPTER X.

*Relief measures carried out by District Officers and Private Agencies. The Indian Charitable Relief Fund.*SECTION I.—*Minor Relief Works.*

THE foregoing chapter describes in necessary detail the system of large relief works carried out under the control of the Public Works Department. But in addition, and subsidiary to these large projects under purely professional management, many small works of various classes controlled by the District Officer and his staff were also undertaken for the relief of distress. These latter works were generally known as village works, being specially intended for the relief of certain classes of the agricultural population in the vicinity of their villages. Such projects are chiefly, if not exclusively, useful to the people of the neighbourhood where they are undertaken, and they serve local rather than general public interests. The excavation of minor village tanks, the construction of small embankments, the improvements of village communications, and the removal of insanitary defects in the village site, are their chief purposes.

The Famine Code contemplates that these smaller works should be utilized in the early days of scarcity. But during the late famine, for reasons already stated, it was not found expedient to adhere to this principle. Large works under the control of trained officers of the Public Works Department were found both more effective as tests and more capable of ready expansion to meet the large and unforeseen demands which characterized the early stages of the famine. Village works, on the other hand, were found more suitable in the advanced season of the year, when the water-supply runs short, when the collection of great numbers of workers in one place is attended with danger of epidemic disease, and when it is desirable to find employment close to their homes for persons who, for one reason or another, are unable to join the large relief camps. It was for these reasons, for example, that the Public Works Department abandoned the great relief works in the Allahabad district in favour of groups of smaller undertakings.

But it is not with village works managed by the Department of Public Works that we are concerned in this chapter; but with village works controlled by District Officers without Departmental intervention. A programme of such projects was held in readiness in every district from the beginning, and a few works of the class were begun at an early stage here and there, in the affected districts, either to meet special or local urgency, or—an important reason—to test the sufficiency of the arrangements which would be required

later; but as a rule the works were carried out after the famine had fully declared itself.

For reasons both of administration and economy, it was the policy of Government to associate, as far as possible, the local landholders in the management of these village projects. The experience gained in the Bundelkhand Famine, described in Chapter II of this narrative, showed this policy to be advantageous. Accordingly in 1897 landed proprietors were encouraged and invited to contribute towards the expenditure, as well as to participate in the management, of works by which they themselves and their tenantry would be benefited. To secure such co-operation grants of money free of interest, but partly recoverable within two years, were made to landlords for carrying out village relief works calculated to improve the agricultural condition, the water-supply, and the general sanitation of their villages. Rules were drawn up (which will be found in the Appendix volume) to regulate these partly recoverable advances and the works to be constructed from them.

The dominant principle guiding the selection of these works was that they should be suitable for the employment of relief labour, while being of utility to the village community. They were permitted only in localities where relief was required; and due provision was included in the rules regulating them, for the employment and the remuneration at fair wages of the classes in the village who required relief. The works were estimated for and laid out by a civil works Inspector and were kept under inspection while in progress. The landholder undertaking the work was bound to furnish accounts and pay the labourers daily.

Under these restrictions, and subject to the control of the District Officer, the selection and management of these works was left to the landholder. He received two-fifths of the estimated cost on the commencement of work; two-fifths when it was half finished, and the remaining fifth when the final measurements showed that the project had been completed in accordance with the estimates. The landholder entered into an engagement to repay within two years a proportion of the advance, which varied from three-fourths in the case of the least distressed villages or individuals, to one-fourth in the case of the most distressed.

The sums disbursed in the shape of these partly recoverable advances aggregated Rs. 4,88,109, a substantial portion of which will ultimately be repaid by the local proprietors to whom the money was advanced. From this expenditure were constructed 1,147 tanks and 271 embankments designed like the tanks to collect and store water for irrigation purposes, besides supplementing the supply of drinking-water for the villagers and their cattle. Advances under

this system were not made for the construction of masonry wells, as such works were not suitable for the employment of unskilled labour. For the construction of masonry wells, advances under the Statutory rules were given. Besides the tanks and embankments, village roads were repaired and some works of sanitary improvement carried out, such as clearing and draining village sites or filling up insanitary excavations. The works afforded employment to 8,629,788 persons stated in units for one day.

The total amount of earthwork done in works of this class is returned at 147,034,550 cubic feet; the rate falls at Rs. 3-5-1 per 1,000 cubic feet, which is cheaper than the cheapest Intermediate rate of the Public Works Department. The daily cost of each person relieved was 109 pies, which is about two-thirds of the average cost per head on the great relief works managed by the Public Works Department. The greater economy is doubtless due to the unwillingness of the managers to employ inefficient labour, to which reference will presently be made.

Works of this class had considerable attractions because they gave employment to labourers who could live in their own homes instead of migrating with their families to relief camps. Such conditions would naturally attract persons who would not submit to the severer test and who only needed a little help whereby to eke out an otherwise insufficient livelihood without throwing themselves altogether on State assistance. These were persons of a rather better class than the ordinary day labourer, who, however hardly pressed, would be deterred by pride or by household duties from seeking the more distant and more public relief works. The managers of village works were found to give preference to the better castes and to look more to securing economy of working than to making provision for relief. It thus came to pass that weakly and inefficient labourers were found to seek distant State relief works though village works were in progress in the immediate vicinity of their homes. From one point of view this indicates a defect in the system as a method of general relief: from another point of view it signalizes an advantage and a self-acting principle, which restricts the relief to a particular class for whom large relief works are unsuitable. The facts, however, serve to justify the preference shown by this Government for the large projects conducted by trained officials under strict rules, while they indicate that the system of village works controlled by local unofficial agency serve a very useful purpose as adjuncts to the large relief works. They afforded assistance in an economical and suitable way and under special conditions to classes of persons for which these latter works would have been inappropriate.

Closely akin to the class of works just described are small projects carried out by District Officers entirely at State

expense, in the most severely stricken districts, when the landlords were too impoverished to take advances on the terms stated above, or on any terms involving repayment. In the character of the projects, their utility and their objects, no distinction can be drawn between them and the village works constructed out of partly recoverable advances. In the selection, too, of these projects, and in their control and supervision, the District Officers sought and obtained the assistance of the local landholders and other leading residents of the localities where these works were undertaken, and as in Bundelkhand in 1886 this agency proved a useful auxiliary to the limited official staff available for the purpose.

The works constructed in this way include 324 tanks, 24 embankments, and other minor irrigation works. They afforded employment to 2,825,281 persons stated in units for one day, at a daily cost of one anna six pies per head, and represent 57,864,639 cubic feet earthwork at a total expenditure of Rs. 2,69,061: being a rate of Rs. 4-10-5 per 1,000 cubic feet.

Though less economical than the works in which the local landholders were personally interested because sharing the cost, the results do not compare unfavourably with those already reported for the large projects under professional management in the Allahabad division, where these works were nearly all situated. It will be remembered that in this division the rate for earthwork under the Intermediate system, excluding establishment and contingencies, rose to Rs. 5-14-8 per 1,000 cubic feet.

Under this head also may appropriately be treated the extensive works carried out by His Highness the Mahārāja of Benares in that portion of his Family Domains situated in the Mirzapur district in which famine prevailed. When the Local Rates Act (III of 1878) became law, the Mahārāja was (at his own request) relieved from the payment of the rates on landed property imposed by that law, on the understanding that he should on his part accept the liability for all famine relief operations which might at any time become necessary in his Family Domains. This undertaking has now been loyally discharged by the Mahārāja, who placed the control of all relief operations for the Family Domains in the hands of the Government, and furnished the funds necessary for the purpose. The system of relief in the Family Domains, which, though carried out by the Mahārāja's own officers, was controlled by the Deputy Superintendent with the co-operation of the Mahārāja's son, the Honorable Kuar Aditya Narayan Singh, followed the principles prescribed for the adjacent districts, and involved the expenditure of Rs 1,24,559 on relief works. (There has also been expenditure on gratuitous relief to which reference will be made later on.) These works consisted exclusively of small

embankments to intercept and retain surface water for irrigation purposes—the form of work which is found most practicable and useful in the hilly part of the Domains where famine prevailed, and where the rocky soil is unsuitable for the construction of wells. The work afforded relief to 1,286,010 persons, stated in units of one day, at a daily cost of about one anna seven pies each.

Closely associated with the various relief measures organized by the State or at its expense are the operations carried out by the Court of Wards for the relief of tenants of estates under Government management and paid for out of the revenue of those estates. The functions of the Court of Wards in these Provinces are exercised by the Board of Revenue, and the obligation which rests on a landholder to assist his tenantry in times of distress naturally received full recognition on the State-managed properties. Unfortunately a large proportion of these estates are too heavily encumbered to meet any special call upon their finances.

The relief works carried out by the Court of Wards took the shape of improvements to the estates concerned, either in adding to the facilities for irrigation, repairing village roads or paths, removing insanitary defects, extending drainage, improving estate buildings or increasing the agricultural resources of the various properties. An abstract of the projects shows that they included tanks, wells, embankments, roads or pathways, drainage or irrigation channels, works promoting sanitation or conservancy, and other miscellaneous projects.

The varied character of the improvements renders it impossible to formulate by measurement the outturn of the work, or to state with strict accuracy the number of persons employed. But the returns which are forthcoming show that 1,120,356 persons were relieved on these works at an outlay of Rs. 1,12,902.

The large and flourishing estate belonging to the minor Rájá of Balrámpur in the Gonda district was conspicuous for the assistance extended to its tenantry, of which, stated in units of one day, it employed 626,918, at a cost of Rs. 43,573, or one anna one pie per head daily. Some of the encumbered estates which had no surplus funds available took advances from Government to defray the cost of relief works, and others assisted their tenants by standing security for them. These works were carried out by the different Estate Managers and their staff under the control and supervision of the District Officers.

To sum up the results of the relief afforded by these minor works which have now been described, it may be said that 13,861,435, or nearly 14 millions of people were relieved for one day, at a cost of Rs. 9,92,186. The average cost per head was one anna and two pies.

Before parting from this branch of relief measures, it is right and appropriate that the Government should acknowledge the assistance furnished in the shape of numerous works which were carried out entirely at their own expense in various parts of the Provinces by private gentlemen, chiefly of the landowning classes, in order to supply employment for destitute labourers. This ancient and characteristic form of charity calls for recognition here. Though a useful auxiliary to the State or State-assisted relief works, yet it is naturally not possible to formulate with any precision the cost of works so executed, or the extent to which they afforded relief. The best estimates available go to show that they cost their promoters Rs. 3,27,758 and that they relieved about four million people for one day.

SECTION II.—*Gratuitous village relief, poorhouses, and State kitchens.*

Next after the operations of the Public Works Department by far the largest volume of relief was administered through the outdoor or village relief system, poorhouses, and State kitchens. The organization of the system of village relief has already been described in detail, and the place which poorhouses and State kitchens occupied in the general scheme has also been stated in Chapter V above. It is needless, therefore, to repeat the description here; or to do much more than exhibit the statistical and financial results of these great departments of the relief system. The following tabular statement displays the numbers who were in receipt of outdoor relief or were inmates of poorhouses on the last Saturday in every month from the commencement of relief operations in October 1896 to their close:—

| MONTH AND YEAR. | Number on outdoor or village relief. | Number in poorhouses or in State kitchens. |
|-----------------|---|---|
| October 1896 | 7,340 | 19,532 |
| November " | 8,787 | 21,351 |
| December " | 50,435 | 39,961 |
| January 1897 | 232,663 | 57,283 |
| February " | 263,950 | 51,445 |
| March " | 252,382 | 30,974 |
| April " | 222,470 | 31,107 |
| May " | 228,239 | 28,947 |
| June " | 220,205 | 22,837 |
| July " | 257,572 | 42,770 |
| August " | 234,342 | 34,180 |
| September " | 197,395 | 10,230 |
| October " | 605 | .. |

The number of units or persons gratuitously relieved for one day by Government under the outdoor relief system was 76,601,544; while the number of persons similarly relieved for one day in poorhouses and State kitchens was 12,272,416. The total thus gratuitously relieved for one day by Civil (as distinguished from Public Works) Officers was 88,873,960.

The cost incurred in connexion with poorhouses and State kitchens, all charges included, amounted to Rs. 10,48,922, the average cost per head of the inmates thus falling at 16'41 pies.

The total cost of outdoor relief amounted to Rs 35,54,555, the average expenditure per head being 8 90 pies.

Besides the gratuitous relief administered at the cost of the State, similar relief was distributed under the control of officers of Government in the Family Domains of the Mahárajá of Benares and in estates managed by the Court of Wards. The expenditure in the form of gratuitous relief in the Family Domains amounted to Rs. 41,055; while in the Court of Wards' estates Rs. 59,612 were similarly spent (the Balrámpur Estate contributing Rs 41,929 out of this total). An accurate tally of the number of indigent people relieved has not been kept; but it may be reasonably put at 1½ million units for one day.

This exhausts the various channels of purely State activity: and it is now possible to present a summary of the statistical results for both the smaller famine of 1896 and the great famine of 1897.

The statistics of expenditure and relief during the Bundelkhand famine of 1896 have been already given in Chapter II. They brought, it will be remembered, the account down to the end of August 1896. September 1896 was a transition period. Famine, though imminent, had not been declared, and the small measures of relief still carried on in a few districts, which had suffered severely in the preceding summer, were more in the nature of test than organized relief. Throughout the whole Provinces the number of persons (units for one day) assisted by Government in that month was but 381,840, and the expenditure Rs. 28,869. The total cost of the smaller famine of 1896 may therefore be stated as Rs 12,09,022, and the number of people thereby relieved as 19,881,840 (units for one day).

Taking the 1st October 1896 as the date on which the general famine began and systematic relief was again fairly launched, the numbers* relieved by the State from that date till the end of the famine were as follows:—

* Including persons relieved in the Family Domains and in Court of Wards' estates

| | | |
|---|--------|--------------------|
| By the Department of Public Works | ... | 179,744,948 |
| By Civil Officers— | | |
| (a) On works | ... .. | 13,861,435 |
| (b) In poorhouses and by outdoor relief | ... | 90,373,960 |
| Total units for one day | ... | <u>283,980,343</u> |

The expenditure, according to the Department of Accounts, under the head of famine, including Rs. 3,33,127

of outlay incurred in the Family Domains of the Mahárája of Benares and in estates under the Court of Waras, amounts to Rs. 2,03,04,817, giving an average daily cost of 137 pies for every person relieved. But to this should be added various charges due solely to famine, but which under the rules of the Financial Department were to be entered under other departmental heads. It is uncertain how far this method of accounts may have obscured the actual cost of the famine, but the defect, if any, will be small as the items so far traced amount only to Rs. 1,74,401 from the 1st October 1896 to the end of operations. The addition of this sum brings the total outlay for all forms of relief from 1st October 1896 to Rs. 2,04,79,218 and the daily cost of each person relieved to 13·8 pies.

If to these figures of cost and numbers relieved during the famine of 1897 be added the corresponding figures for the relief operations of 1896, it will appear that 303,862,183 or in round numbers 304 millions persons have been relieved for one day at a gross cost of Rs. 2,16,88,240, or 1·14 annas per head. Converted into sterling at current exchange, the cost falls at £1,400,000 or one and one-tenth of a penny per head.

SECTION III.—*Operations of the Indian Charitable Relief Fund.*

In the course of the previous narrative various references have been made to the operations of the Indian Famine Charitable Relief Fund, and to the advantages which this Fund has conferred on these Provinces during the continuance of distress. Some reports of the working of this colossal charity have already been presented to the public by the Chairman and Vice-Chairman of the Central Executive Committee of the Fund, and it is understood that when the operations are brought to a close the Committee of the Fund in these Provinces will give an account of its stewardship. But without anticipating the full details which will probably be contained in that account, it is desirable in this place to state very briefly the general outline of the history of this most beneficent bounty.

In accordance with the initiative taken by His Excellency the Viceroy at the public meeting held in Calcutta on January 14th, 1897, a public meeting, at which the Lieutenant-Governor presided, was held in Lucknow on the 25th of the same month, to form a provincial organization to co-operate with the Committee already formed in Calcutta. A General Committee of the Fund in these Provinces was elected and an Executive Committee appointed to administer the Fund under the Presidency of the Chief Justice, Sir John Edge. This Executive Committee was subsequently subdivided into two branches, one for the North-Western Provinces, with Sir John Edge as Chairman, and one for Oudh, under the Chairmanship of the Judicial Commissioner, Mr. Deas.

The Executive Committee at once took steps to bring about the formation of District Committees of the Fund for the purpose of raising subscriptions locally and, in the districts where this was necessary, of instituting and controlling measures of relief. In many districts, particularly those in which the larger cities lie, there were already in existence Relief or Charity Committees, whose objects coincided with those of the Indian Famine Relief Fund. These were utilized as District or Local Committees of the Fund.

A question which at once presented itself for solution was through what agency should the various forms of relief intended to be given from the Fund be distributed. Two alternatives presented themselves: the first was the creation of an agency independent of the Government organization already employed on the administration of relief at the expense of the State; the second was the utilization for the purposes of the Fund of the Government organization already in existence. It was decided to adopt the latter course more especially for the distribution of relief in rural tracts, but at the same time to make the fullest use of the various Missionary agencies and other charitable bodies, which had their centres of work in the great cities and to a less degree in the smaller towns, but were rarely at work outside such areas.

It is unnecessary here to give details of moneys received by the Provincial Committee of the Fund and its District Committees. Briefly it may be stated that from the beginning of operations up to the 31st October 1897, the total receipts of the Committees of the Fund in these Provinces amounted to Rs. 51,43,453. Out of this the sum of Rs. 46,68,763 was the contribution remitted by the Central Committee and Rs. 4,71,945 was the amount of the subscriptions raised in the Provinces; the remaining items of receipt were chiefly the proceeds of the sale of articles made by artisans and others whose relief took the shape of wages for work done.

The objects of the Relief Fund were thus defined by the Government of India at the time when subscriptions were first invited:—

“ Government fully accepts general responsibility for saving the lives of the people in tracts in which famine prevails; and it is essential that private charity, while working side by side with, should not interfere with or overlap the operations which are organized for this purpose. There is, however, ample scope for its exercise in supplementing these operations, in mitigating suffering, and in relieving distress which falls just short of absolute destitution. Especially, private contributions might usefully be expended on the following objects:—

Firstly, in supplementing the subsistence ration which alone is provided from public funds, by the addition of small comforts, whether of food or of clothing, for the aged or infirm, for the patients in hospitals, for children, and the like

As guardian of the public purse, and in view of the magnitude of the calamity, Government is obliged to limit its assistance to what is absolutely necessary for the preservation of life.

Secondly, *in providing for the maintenance of orphans.*

Every famine leaves behind it a number of waifs who have lost or become separated from those who should be responsible for their maintenance. It is necessary to provide for these till they are of an age to support themselves.

Thirdly, *in relieving the numerous poor, but respectable, persons who will endure almost any privation rather than apply for Government relief, accompanied as it must be by official inquiry into, and by some kind of test of the reality of the destitution which is to be relieved.*

The feeling of the sacredness of the *parda* or domestic privacy is intensely strong in India; and it is most difficult for any official organization to reach, or even to ascertain with certainty the existence of distress of this nature.

Fourthly, *in restoring to their original position, when acute distress is subsiding, those who have lost their all in the struggle, and in giving them a fresh start in life.*

The peasant cultivator may often thus be saved from losing his holding through sheer inability to cultivate it, and from sinking to the position of a day labourer.

The efforts of the Provincial Executive Committees were carefully directed towards the accomplishment of these four objects. On the first three of these objects the total sums expended out of the Fund up to the 31st October 1897 amounted to Rs. 12,29,916, of which Rs. 9,07,157 was paid out in the North-Western Provinces and Rs. 3,22,759 in Oudh. On the fourth object—which in the opinion of the Lieutenant-Governor was from the beginning the most important, seeing that the Government had from the outset charged itself with the prevention of starvation—the sum spent was Rs. 35,38,403, of which Rs. 24,93,792 pertained to the North-Western Provinces and Rs. 10,44,511 to Oudh. Including a charge of Rs. 11,66½ for the working expenses of the 46 Committees existing in the Provinces, the total sum expended by this great and bountiful organization up to 31st October 1897 therefore amounted to Rs. 48,28,486. On that date these numerous Committees had in hand a balance of Rs. 3,14,966 which was in a large part in process of distribution for the purchase of seed for the spring sowings.

Out of the remaining balance, and with the assistance of a further special contribution expected from the Central Committee, provision has still to be made for the maintenance for some years to come of the orphans and waifs whom the famine has sent adrift: this being one of the declared objects of the Fund.

It is not possible at present to state the exact number of persons who were relieved through the agency of the Fund. Detailed reports and statistics from every district are now

being received and examined by the Provincial Committee, and a complete statement of relief is being compiled. But from the periodical returns, which furnish the only information at present available, an approximately accurate calculation may be made of the total number relieved for one day. For the first three objects of the Fund the numbers reduced to units for one day are these—

| | |
|---|------------|
| I.—Number of persons in receipt of Government relief who obtained "additional comforts" for one day ... | 7,289,217 |
| II.—Number of orphans relieved for one day, towards whose maintenance the Fund contributed ... | 215,063 |
| III.—Number of respectable poor gratuitously relieved for one day | 21,801,764 |
| Total ... | 29,306,044 |

Besides these, 416,031 different families shared in the distribution of Rs. 35,38,203 for the purchase of plough-cattle and seed grain and other necessities of their calling. The average donation to each family thus appears to be about Rs. 8-8-0. But a certain number of the payments under this head were to labourers for tools, to weavers for yarn, and so on; and as these payments were all of small amounts, the average payment for plough-cattle and seed grain only would be considerably higher, probably over Rs. 10 per family. If the average family be taken at five persons, the number of persons who benefited by this form of distribution will exceed two millions.

The statement of the objects of the Indian Famine Charitable Relief Fund, which has been set out above, shows that the Fund was not established with the idea of displacing or dispensing with the Government relief. The relief given at the cost of the State had never been confined within definite limits. As has already been mentioned in the course of this narrative, the necessity of the sufferers had been accepted by the Government as alone setting metes and bounds to the assistance to be given; this principle had inspired the design of the relief measures and had guided their execution. The action of the Fund came, therefore, as supplementing and not as superseding the operations of the Government; but in that sphere it had an enormous effect in alleviating the lesser hardships which existed, while the worst effects of the famine were being removed by the Government relief. Undoubtedly, however, the greatest result of the Fund has been the widespread efficacy of the gifts made for the purpose of "restoring to their original position those who had lost their all in the struggle and giving them a fresh start in life." Overwhelming testimony has been received to the excellent effects which the Fund working through this channel has produced. The tale of this great bounty

will remain with the people as an abiding memory of the large-hearted charity of the English-speaking public.

Besides the bounty offered by the Indian Famine Charitable Relief Fund there have been other manifestations of charity from outside India, such as the distribution of grain by charitable America; the distribution of clothes sent by the Marchioness of Dufferin and Ava; the distribution of money by Lord Radstock's Fund, called "Christian succour to India." And besides all these there has been a free and generous distribution of charity by the well-to-do landed proprietors and merchants throughout the country. It is not possible to quantify or gauge the extent of this last mentioned charity; but it cannot be doubted that it has had a great effect in mitigating the effects of the famine: and it therefore merits grateful recognition in this place.

CHAPTER XI.

Food supply, Prices, and the effect of high prices on Crime.

IN the earlier part of this narrative it has been shown that from the outset it was the policy of the Government to leave the food supply entirely to private trade and to rigidly abstain from all interferences with its operations. It would be superfluous in this place to array the overpowering arguments in favour of this policy, which strictly follows the principles laid down by the Indian Famine Commission. Its best justification will be found in the practical success which has attended it.

When prices rose to the extreme level which they attained in the autumn of 1896, representations were made to the Lieutenant-Governor by public bodies, associations, and even by Government officials, who considered that the State could usefully and effectively undertake to regulate prices by engaging in the import business or by controlling the public sale of grain at beneficial rates. An instance of such representations has been already quoted. This Government, however, from first to last adhered to the principle of non-interference. In one or two instances in isolated tracts where there was some doubt whether the resources of the petty village traders would be equal to the task of importing the grain required for consumption on relief works and in remote villages, discretion was given to local officers to assist such traders if necessary with money advances; but this discretion was little used. Private trade everywhere and always proved equal to maintaining and distributing an adequate supply of food grain even in the most distressed and most isolated tracts. There can be no doubt that this would have been impossible but for the extensive railway communications which now exist in all parts of these Provinces, whereby the wheeled traffic and pack-cattle were set free to spread the grain among the villages from the nearest railway stations. A generation ago (in 1867) Mr. Girdlestone, summarizing the lessons of previous famines, insisted upon the futility of attempting to supply the deficiency of the harvests by importation. He quoted figures to prove that the cost of moving as much as 400,000 tons into the distressed tracts would be absolutely prohibitive, while Mr. (now Sir John) Strachey gave reasons for holding that the total carriage of the Provinces would not suffice to convey one-tenth of the 800,000 tons required to feed the Rohilkhand division alone. Since those distinguished gentlemen wrote a revolution has taken place in the condition of internal trade. People no longer in famine times migrate or move to food; food is now moved to them. The railway traffic returns now show

that for nine months alone, from October 1896 to June 1897, the rail-borne imports of food grain were 645,628 tons and the exports 306,377, while this vast and beneficent trade movement was effected not only without difficulty or apparent effort, but with great pecuniary advantage to the State.

Of these imports nearly 325,000 tons came from Bengal, the greater part being Burma rice carried from Calcutta.

Besides the usual traffic returns furnished by the Director of Land Records and Agriculture a special record has been maintained since the 30th January 1897, showing week by week the imports and exports of food grain by rail for each district of the United Provinces. Both of these sets of returns are printed as an Appendix to this narrative. They display certain discrepancies, due to the difference in the time which they cover, to the different systems on which they are prepared, and possibly to some difference in classification. The Director's returns are quarterly and prepared by large territorial blocks, and do not show transfers from one district to another within the same block. The Railway return is weekly, and shows the imports and exports of each district irrespective of the place of despatch or distribution. Both are confined to rail-borne traffic.

During the Bundelkhand famine in the summer of 1896 the net imports of food grain into the affected districts amounted to 27,500 tons. The balance required for consumption during the period was supplied by local stocks, which were thus much depleted. In the last quarter of 1896 the net Provincial imports came to about 168,500 tons, of which more than half was received by the Allahabad division and over a quarter by Agra. The Benares block, including the Benares and Gorakhpur revenue divisions, was the only other large importer. At this particular time the Meerut division, in spite of its prosperous condition and its good harvest, gave little assistance to the distressed parts of the Provinces and on the whole showed a net balance of imports. The only exporting division was Rohilkhand, which sent a substantial amount of grain to Meerut and to the Panjáb. It may be inferred that the greater prosperity of Meerut enabled its people to retain their produce either as a precaution against threatened distress or in hope of higher prices later on; while the more necessitous peasantry of Rohilkhand were compelled to part with a portion of theirs. The vast bulk of the net provincial imports came from Calcutta and other places in Bengal. The Panjáb supplied practically nothing; but the Central Provinces, in spite of their own distress, sent 16,600 tons; and the Bombay Presidency and Port nearly 8,000.

In the first quarter of 1897 the Provinces received a net import of about 1,92,000 tons, of which over 70,000 tons went to the Allahabad division. Rohilkhand in this period was obliged to import about seven times the amount it had parted

with in the previous quarter, drawing its supplies from Bengal, the Panjáb, Oudh and Meerut. The Meerut division again appears as an importer to the substantial amount of about 25,000 tons. The Bulandshahr district alone in this division was up to this an exporter of grain, and that in comparatively small quantities. It might have been expected that these districts, which had enjoyed good harvests, would, under the attraction of very high prices, have exported some of the surplus stocks which they undoubtedly held. It does not appear that any considerable quantity left the division by road. The only movement of this description ascertained to have taken place was some export from marts in Aligarh to Gwalior, stimulated by State advances made to Gwalior cartmen, who found profitable employment in carrying grain by road from Háthras and other marts outside Gwalior territory. The explanation seems to be that the peasantry of the Meerut division, who had suffered much in previous famines, held up their produce till the prospects of the future should be assured. This was in fact done everywhere; but the Meerut people could afford to do it on a larger scale than others. There was a general apprehension abroad that the cycle of bad seasons had not ended and that it would be prudent to hold all surplus grain from one harvest till the next had been gathered. Even the usual supply did not therefore come into the local markets, and imports were required to provide for the townspeople and for that section of the population which has to purchase its food. Certain staples also, such as gram, of which the local production is inadequate, could only be supplied by importation. This explanation, which has been tested by local observation, gains further support from the large export from Meerut which set in during the second quarter of the year. As soon as the magnificent spring harvest of the division had been secured, every district in the Meerut division commenced to send away grain in large and increasing quantities. During the second quarter of 1897 the returns for the division showed a net export of nearly 73,000 tons, of which about two-thirds had gone to the needy districts of these provinces and a large amount to Calcutta, Rájputána, and Panjáb.

During the remaining months of the famine the Meerut division continued steadily to dispose of its surplus, and was able out of its plenty to contribute to the wants of those less fortunate tracts which were obliged to seek their food and seed grain outside their own borders.

During this second quarter of 1897 the Provinces, reinforced by the spring harvest, had become more than self-supporting. The outside supply fell off and the export rapidly increased till the quarter ended with a net export of 21,245 tons. The Allahabad division continued to absorb food, but it now obtained its supplies largely from the more favoured parts of the

North-Western Provinces and Oudh. A considerable amount of Burma rice continued to pass in through Calcutta; but, on the other hand, a large movement of grain set in towards Bengal and the seaboard, and the Central Provinces began to take back the supplies they had sent during the two previous quarters. The Gorakhpur division was now exporting largely; and many of the Oudh districts, where the spring wheat had proved unusually good, were disposing rapidly of their surplus. The movement of grain continued to be considerable during the next three months, when the Provinces sent away a net balance of about 14 000 tons. The great bulk of the supplies available in the well-stocked districts found their way to the more destitute parts of the province where the highest prices prevailed. During the whole period the Meerut division continued to export largely; while the canal-irrigated districts of the Agra division began to part with their stocks in July when the prospects of the autumn crops became favourable, and this movement increased as those crops were reaped. The Gorakhpur division maintained a brisk export through July; but the business slackened towards the middle of August as the local stocks became depleted and the new harvest had replenished other markets. By the beginning of September the Gorakhpur district had begun to import grain. Rohilkhand wavered between exports and imports; only the district of Bijnor continued to draw its supplies steadily from outside till the early autumn staples were ready. The districts of the Lucknow division during these three months imported steadily, except Sitapur and Kheri, whose superior harvests enabled them to dispose of a large amount of produce. The Fyzabad division also showed its return towards prosperity by the steady, though moderate, balance of its exports during these months.

The Benares division continued a steady importer even after an excellent autumn harvest would have enabled it to sell largely. This circumstance cannot be attributed to any deficiency of its stocks or produce, and unless its grain was removed by river traffic and so escaped registration (which is probable), it must have accumulated large stores.

The Allahabad district continued all through to import large quantities of food, much of which was re-exported from Cawnpore to the distressed districts of Bundelkhand. This movement began perceptibly to slacken in September, when the early crops had ripened and food became available locally. The Provinces as a whole recovered rapidly during this period.

In reporting to the Governor-General in Council on the general condition and prospects of the Provinces in the end of November 1896, the Lieutenant-Governor made the following observations —

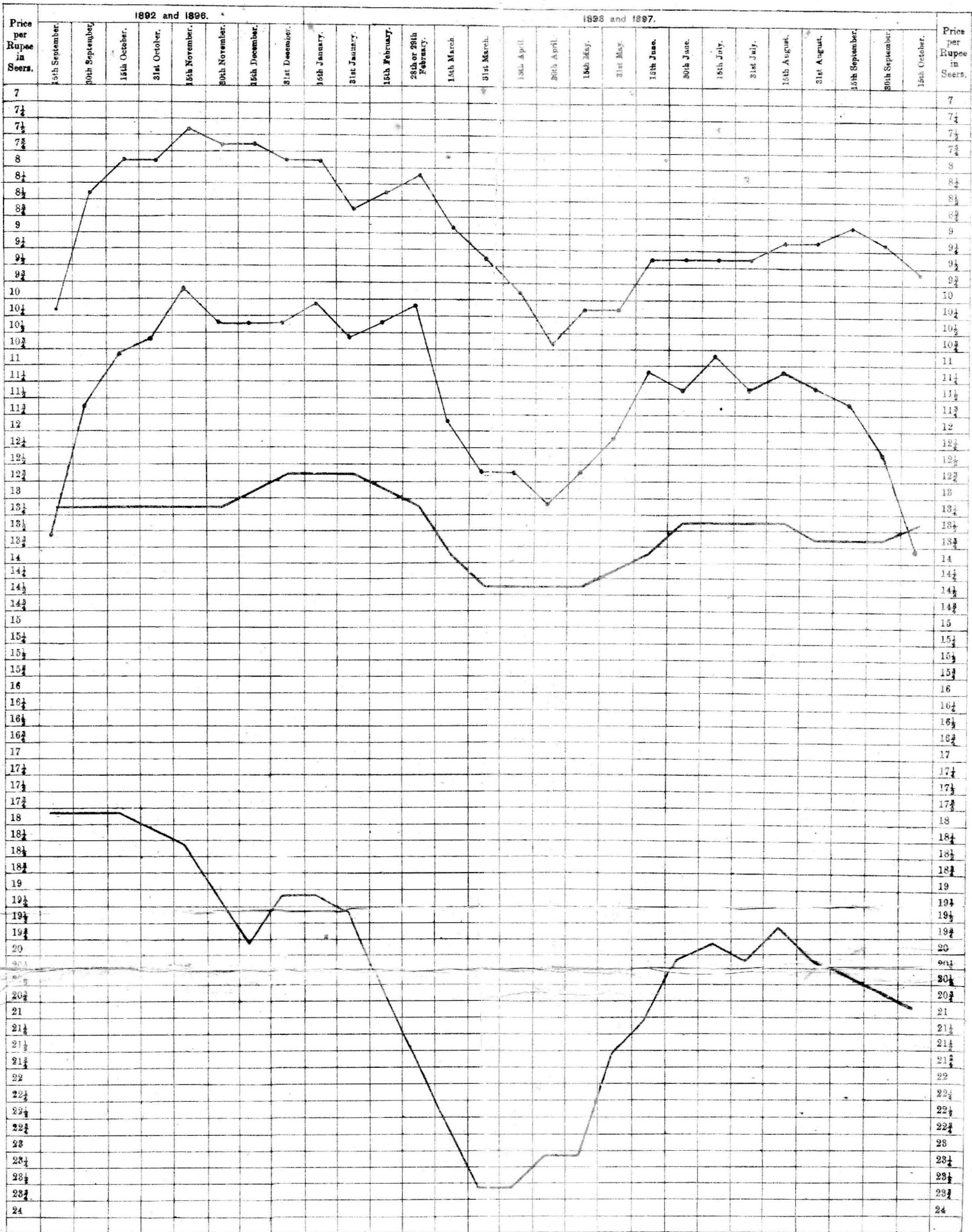
“ In regard to the question of food supplies and private trade, the only measure which the Lieutenant-Governor and Chief Commissioner has been able to suggest was the reduction of railway freights on food stuffs

consigned to these provinces. All that could be done in this way has been done by the Government of India, and no further measure seems practicable, unless a departure be made from the principle of non-intervention with private trade. But the Lieutenant-Governor is strongly averse from such a departure and has publicly expressed his aversion. It is true that the prices of food grains throughout these Provinces at the present time are phenomenally high and that the list of prices current present many of the features, notably that of approaching equality between the prices of the coarsest and the best food grains, which characterize famine times. But trade at the present time is active. Without pretending to accuracy on the question of food stocks available in the Province—a matter on which, indeed, accuracy is unattainable—the Lieutenant-Governor believes that there is an ample supply for three or four months; and even should this supply not receive the full accretion from the *rabi* crops which is to be reasonably expected, still he thinks that private trade may be fairly trusted to make good the deficiency. At all events, there is nothing in the present condition of things which induces Sir Antony MacDonnell to recommend any interference with the free play of private trade."

These anticipations were fully realized.

The figures already given and those printed in the Appendices to this narrative deal exclusively with rail-borne traffic. The only road or river traffic at present systematically recorded is that inconsiderable traffic which enters from Nepal and Tibet. The railway traffic shows with sufficient accuracy the trade between the entire Provinces and other parts of India; but the present returns take no account of the extensive road traffic which is the largest distributing agency between district and district. It has been ascertained, for instance, that a large and steady movement of grain went on by road from Cawnpore and Allahabad into Bundelkhand, and no doubt drained off a large portion of the net rail-borne imports shown against the former districts. Observations made at Kálpi, where the road from Cawnpore to Jalaun crosses the Jumna, showed that the road imports at that point were not far short of twice the amount brought into the whole Jalaun district by rail; while at a crossing higher up the river the imports are reported to have much exceeded those which entered by the Kálpi route. The road imports into Banda and Hamirpur were also very extensive and probably very much in excess of the rail-borne supplies. It is impossible, therefore, in the absence of any record of road traffic, to say how far each of the distressed districts was fed by imported grain.

During the spring and summer of 1896, prices throughout the Provinces generally reached a level which had been attained in the past only during times of famine. But still, even in the Bundelkhand districts where distress prevailed, the price of food grain did not rise above 21lbs. or 22lbs for the rupee for the better staples, while coarse grain was procurable at 30lbs. or 32lbs. In the middle of September, when the apprehension of a general failure of the crops began to spread



Notes—(1). The black lines represent the average price of wheat, and the red ones that of the cheapest grain for the time being in eight marts of N.-W. Provinces and Oudh viz., Jhansi, Cawnpore, Benares, Lucknow, Meerut, Bareilly, Gorakhpur and Agra.
 (2). The fine lines denote the prices for the years 1896-97, and the bold ones those of the normal year 1891-92.

the average rates throughout the Provinces as a whole were 20½lbs. of wheat and 27½lbs. of coarser grain per rupee. As the weeks passed without rain prices rose rapidly. In the middle of November, when the loss of the autumn harvest had been established beyond hope of retrieval and the prospects of the spring sowings were at their worst, the average prices had risen to 15lbs of wheat and 20½lbs of the cheapest grain per rupee. Nor was this the rate in famine districts only, but the average deduced from prices current in the leading markets throughout the Provinces. The normal prices, ascertained for the purposes of the Famine Code, were 29¾lbs per rupee for wheat and 40 or 41 for the cheapest of the coarser grains. The price lists printed in the Appendix volume will show how little prices varied between the worst and the best districts. The difference cannot even be measured by the cost of carriage. Sometimes the rate of a particular grain will be found quoted higher in a well-stocked Meerut district than in a market of afflicted Bundelkhand. Prices were in fact artificial and highly sensitive, and were influenced by considerations which it was often impossible to ascertain or gauge.

The 15th November 1896 marks the highest level reached by prices. The favourable rain which fell at the end of that month entirely altered the prospects of the spring crops, and the demand for seed grain being satisfied, prices began to fall. The relief was slight, but it served to restore confidence, which the steady rise of the previous two months had shaken.

December, with many variations, saw on the whole little or no improvement. In January 1897 the prospects were better, and by the end of the month prices had slightly relaxed. Wheat had in many places exceeded 18lbs. to the rupee, and on an average of the leading markets stood at 17½lbs. The coarser grains, however, showed little tendency to a relaxation of price, with perhaps the exception of common rice, which was influenced by the large importations which had set in from Burma. But the improvement was not generally maintained. The high winds which blew during February caused a good deal of apprehension and anxiety concerning their effect on the outturn, which reflected itself at once in prices, and February ended no better than it had begun. By the middle of March, however, this panic had worn out; it had become evident that the crops on all the better lands were turning out well, and by the end of March a decided fall in prices was manifested, which naturally showed itself chiefly in the main staples of the spring harvest. Some of the autumn grains on the other hand began to show signs of exhaustion. Wheat now averaged 20lbs., and in many places sold for 22lbs., per rupee. Barley, now the cheapest of the coarse grains, reached 25½lbs. per rupee, and in a few of the better-stocked markets went up to 29lbs and 30lbs. April brought slightly easier prices, but after that month the tendency became

retrogressive. Wheat rose slightly till the middle of June, and made another small slight advance in August, and thenceforth showed little tendency to relax till after the demand for seed grain in October had been satisfied.

The coarse grains wavered in price through June and July as the prospects of the harvest rose and fell. In August they began to decline as the new grain approached maturity, and by the end of September were decidedly easier. There was no longer any scarcity of food in the country, although the market quotation showed the quantity procurable for one rupee to be no more than 30lbs. But the market was no longer a gauge of the quantity of food available. Throughout the villages the early millets and maize could now be obtained at a reasonable rate and in sufficient quantities for local consumption, though they had not found their way in bulk to the central markets.

The leading features in the history of prices during the famine period may be briefly stated. The first was the high level to which prices attained and the persistence with which they remained at that level. The second was the extreme sensitiveness of the market to every passing influence, the oscillations however being within narrow limits, and the close and very persistent approximation in price between wheat and the cheapest of the coarser staple food grains. This characteristic has been observed in previous famines, but was never so marked as on the present occasion. The outturn of the autumn harvest in 1896 brought no relaxation, and the extensive imports left prices unaffected. The large addition made to the food-supply by the spring harvest of 1897 effected a much smaller improvement than there was reason to anticipate. It was confidently expected that when the prospect of a good autumn harvest in 1897 was assured a sharp fall in prices would at once set in. But this expectation was not realized. Though crops of perhaps unrivalled excellence have been now assured, and though food has now become abundant in the rural tracts, yet the rates in the larger markets, by which the prices current are ruled, gave way slowly and up to the end of October had not reached a point which taken by themselves would indicate the return of plenty. Making every allowance for the casualties of preceding seasons, for the extensive failure of the autumn crops in 1896 and the short spring harvest of 1897, and for the scarcity prevailing in other parts of India, it would still be unsafe to ascribe the phenomenally high prices of 1896-97 altogether to depletion of stocks and exhaustion of supplies. In the very distressed districts where the crop failure has been continuous and severe the phenomenon is intelligible. But it can be scarcely said that throughout the country generally the character of the late harvests has been such as to explain the extraordinary and persistent enhancement of prices which

It may be that the slow-acting influences of currency and trade have contributed at this epoch a certain stringency to prices that might have been expected at an earlier stage in financial history, and it may be that such stringency has come to stay. But passing over this speculative aspect of the question there is something in the relation of prices to stocks during the famine period which remains unexplained.

The estimate already given of imports and exports and the movement of prices make it reasonable to believe that, taking the Provinces as a whole, the food supply in existence never fell below the requirements of the people. Though in some tracts the local resources were undoubtedly deficient, yet in other parts there were surplus stocks which the very high prices that prevailed would, under ordinary conditions of trade, have drawn towards the depleted districts. As soon as such trade movement set in, the Provinces ceased to import, and commenced even to send away grain to other Provinces. It may be inferred that prices were kept up at least as much by an anticipation of still worse scarcity to come as by the pressure on stocks which existed at the time. Popular opinion imputed this to the action of the large holders in central markets, anxious to hold out for still higher prices. As in Judæa of old, this led to vehement feeling:—“He that hideth up corn shall be cursed among men; but a blessing on the heads of them that sell.” But all the facts and probabilities point the other way. They go to show that the stocks in the hands of traders were abnormally low, and that such grain supplies as existed were largely retained in the possession of the cultivators and those petty dealers whose transactions do not extend beyond their own villages. When the deficiency of previous seasons was followed by the failure of the rains in 1896, a belief gained general prevalence that the country was on the eve of a famine of great intensity and duration. Every cultivator retained all he could from the produce of his fields to meet the wants of his own family and relations in the coming time of trial. Prices are regulated by the stocks in the hands of traders, and they kept up because the markets were starved by the retention of produce in the hands of the non-trading classes.

This explains why, with each successive harvest adding to the supplies, prices failed to show any adequate relaxation.

It explains why village prices after a successful harvest were much cheaper than the prices in central marts.

It explains why the canal-irrigated districts, in spite of excellent crops, continued to import grain till the bountiful yield of the spring crops found the cultivators' granaries still stocked with the produce of a previous harvest.

It accords with the circumstance, already noticed, that the prosperous peasantry of Meerut were able to hold up their grain while the more necessitous people of Rohilkhand, Oudh and Gorakhpur were compelled to part with much of theirs.

Some further confirmation of these suggestions may be found in the character of the people who resorted to relief works. The vast bulk of them were drawn from the landless classes, day-labourers, and workmen who were not themselves holders of land. The cultivating classes formed a small proportion of the relief workers. Doubtless the high prices they had previously got for their produce increased their power of resisting the pressure of hard times.

If this explanation is correct, if the rural population were both able and willing to husband their resources through such a period of deficient harvest, and if they have begun to lay by in times of prosperity and high prices (the latter largely the result of improved communications with great markets), then it must be recognised that they have shown a spirit of providence, as they have certainly this year exhibited a power of resistance to pressure of scarcity, hitherto unknown in these Provinces

Reference has more than once been made in the course of this narrative to the law-abiding and patient spirit displayed by the body of the people at a time when the temptations and the opportunities for crime were great. This spirit is reflected in the crime returns of the period.

Crime in its bearing on famine and famine relief may be divided into two heads: *first*, the crime which is associated with turbulence, violence, public disorder, or concerted outrages in which whole classes of the community are associated; *second*, that simple or ordinary crime which is the natural outcome of privation and distress. The prevalence of crime of the first category would indicate a failure of relief organization and of administrative measures to secure the protection of property. The prevalence of crime of the second kind is an indication, and can be used as a gauge, of the extent of distress. Crime of the first class was conspicuously moderate in its character and dimensions during the famine period in these Provinces. Cases of rioting and unlawful assembly were less frequent than in ordinary years. Arson is a crime which experience shows to be attendant on famine and indicative of public disorder. In the earlier months of the famine, when relief measures were in the initial stage, the attention of Government was aroused, as already stated, by a suspicious excess of such cases in some districts. This excess diminished with the growth of public confidence in the relief measures.

Another class of crime indicative of disorder is dakáiti and robbery. Crimes of this class were much more numerous than usual during the famine period, but very many of them were merely "technical dakáities," free, to a greater extent than usual, from the aggravated features which would have indicated a general spirit of turbulence. They consisted commonly of isolated cases of plunder of grain carts or stores by knots of hungry and unarmed villagers. Robberies and dakáities by armed, organized or professional gangs were unusually rare.

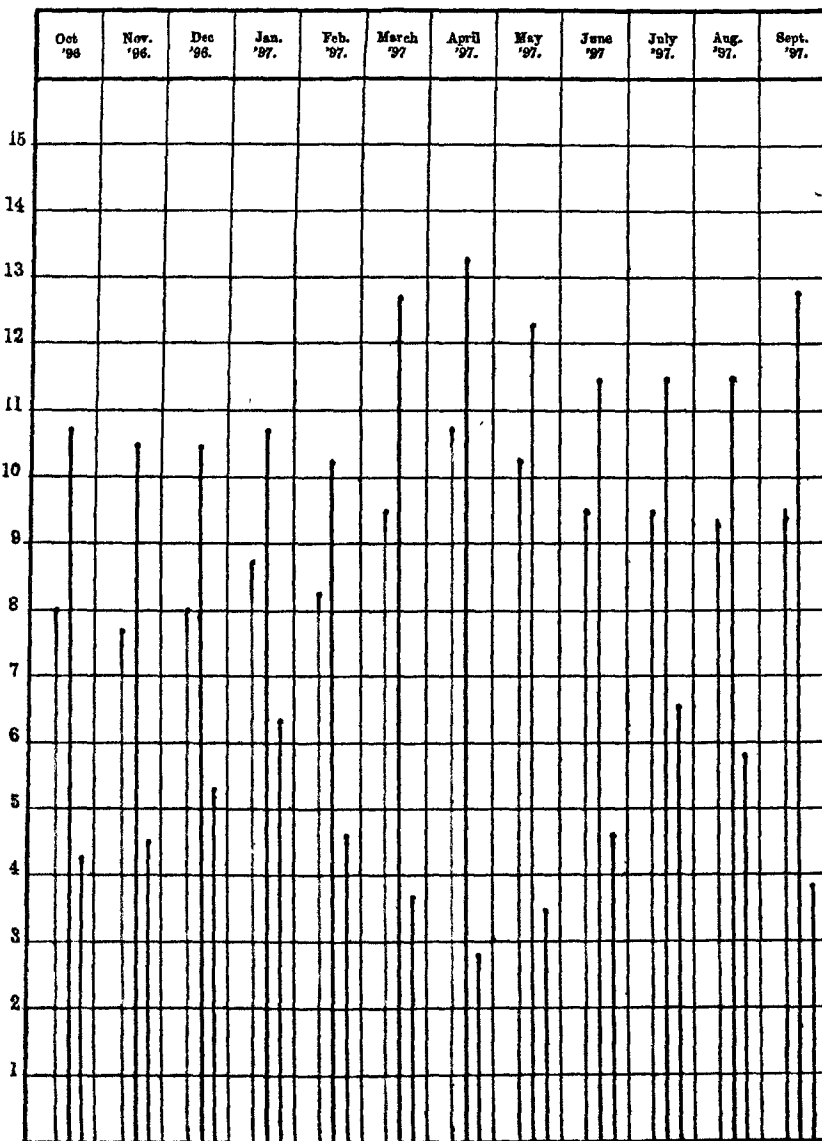
The chief increase of crime occurred under the head of those offences which are classed as theft or house-breaking according as they are committed outside or inside a dwelling. The reported cases of theft and house-breaking during the twelve months exceeded by 38 per cent. the previous year's return. But even this high total will not perhaps be thought excessive as the record of this sort of crime among a population of nearly 46 millions suffering from famine or famine prices. A large proportion of these crimes were of a very trivial description, such as pilfering or snatching of grain or other food, or field thefts when the standing crops were ripe. Petty offences of this class, committed under the pressure of hunger, were naturally and properly treated by Magistrates with exceptional lenience and generally punished by merely nominal sentences; while organized and violent crime was sternly repressed. A return of reported offences during the famine months (printed in the Appendix) shows that general crime, though of increased volume, moved on the ordinary lines. It rose as usual in the winter months, when field labour is slack, reaching a maximum in January, which was followed by a very sharp fall. The movement was accentuated by the special conditions of the year. The great extension of outdoor relief in January 1897 had its response in the extraordinarily rapid decline in crime, the fall being most marked in the crime classed as theft and burglary. The decrease continued through March and April, when the spring harvest brought both food and employment. During May crime remained stationary in some districts, but showed in others a tendency to rise which was accentuated in June and July. This movement is usual; but here, again, it was exaggerated by the desertion by the people in those months of the relief works which had afforded so much support to the labouring classes. By August the early crops were reaching maturity, and crime tended to resume its normal dimensions. By the close of the famine in September there was little to notice beyond the ordinary fluctuations and the natural results on the crime rate of continued high prices.

It may be observed that the increase of ordinary crime was not confined to the distressed districts, but was

shared by districts where there had been no general failure of crops and no distress among the rural population. No doubt the pressure of high prices, which fell heavily on all who had to purchase their food, stimulated crime even where there had been no crop failure or want of usual employment. The relief measures went far to equalize the conditions affecting crime in all districts.

There has been simultaneity, if not a closer connexion, between the movement of crime and the movement of prices throughout the year. The accompanying diagram shows that as prices rose in October and November the volume of crime increased with them and in the next two months remained large, while prices maintained a high level. As prices fell in March, crime decreased rapidly and reached its minimum in April, when prices also were at their lowest. Thereafter crime increased as prices again became more stringent and did not begin to sink till the early staples of the autumn harvest became available in the villages at the end of August. The correlation is not always exact, as other disturbing influences were at work. But the general identity of the movement is clear,

Diagram showing the average price of wheat and cheapest grain (seers per rupee), and incidence of crime per 10,000 of population, from October 1896 to September 1897.



Wheat
 Cheapest grain
 Crime

NOTE—A rise in the blue and red lines indicates a fall in prices and vice versa.

CHAPTER XII.

Public health during the Famine period.

IN the foregoing chapters the condition of the people, the prevalence or absence of disease, and the variations of public health have been noticed at different points. But the matter has more importance than that which it possesses as part of the general narrative of the progress of events. The health and vitality of the people during the famine period form one of the most direct and conclusive indications of the sufficiency and success or the deficiency and failure of relief measures. The vital statistics have throughout been regarded and utilized in this way by this Government. They were carefully scrutinized not merely month by month, but in a special fortnightly return which all Civil Surgeons were required to submit, through the Sanitary Commissioner, dealing with the general health of the people as evidenced by the mortality, the attendance at hospitals and dispensaries, the condition of people on relief works or in poorhouses, and of those admitted to jails, and by the nature or the extent of epidemic disease. This fortnightly return was supplemented by a monthly report from the head of the Medical Department on the working of the various relief hospitals and the condition of their inmates and of the persons in poorhouses or on relief works. These returns formed a valuable guide to Government in gauging the degree of success which attended the working of relief operations and in determining the necessity for any change in its measures.

The death-rate is the best test of the sufficiency or insufficiency of a relief organization. It is now possible to apply this test generally to the operations which were carried out in the North-Western Provinces and Oudh during 1896-97.

The special arrangements for medical relief have been set forth in a memorandum by the Inspector-General of Civil Hospitals which is printed in the sequel to this report. Every considerable relief work or group of works was provided with an hospital and the necessary professional staff and appliances. Every poorhouse had also its hospital under professional control, and one or more medical subordinates were exclusively attached to the more important poorhouses. The services of five Military Surgeons and four Military Assistant Surgeons were enlisted, while the special civil medical staff amounted in the time of greatest pressure to 319 officers of all grades. The mortality among relief workers and their dependants is shown to have been extremely moderate.

In poorhouses the deaths were more numerous; but, as already explained, these institutions were really in the nature

of infirmaries. They were the receptacle of all the waifs and strays, the broken-down vagrants, the cripples and diseased, and those who lived by the exhibition of their infirmities. Here were to be found all those cases of emaciation, deformity, and wasting disease which have come to be popularly regarded as types of a famine-stricken population. In the poorhouses, too, might be found those persons who persistently neglected or refused the means of relief till they were picked up in a prostrate condition and carried to the nearest relief centre. When restored to strength and drafted to works, they would usually abscond and again wander aimlessly till strength failed. The famine produced many instances of persons who had to be saved more than once in spite of themselves. Naturally the mortality in poorhouses in severely distressed tracts was high.

The comparative freedom from illness, especially of an epidemic character, in the relief centres, and the low death-rate must be ascribed to the measures taken to secure sanitation and a good supply of pure water and to check epidemic disease on its first appearance. This matter has already been briefly treated in connexion with the operations of the Public Works Department; but as it is believed that the sanitary organization on this occasion is an entirely novel feature of relief administration it may be well to state in more detail the shape which this organization took. The rules under this head and the manner in which they were carried out are thus summarized by the Sanitary Commissioner in a valuable memorandum which accompanies this narrative :—

“Wells likely to be used for drinking water by labourers on relief works should be examined and, if found pure, should be guarded from contamination for a week before required, and the water-supply arrangements perfected before the labourers arrive. Foul wells should be absolutely closed. Should cholera break out, the wells should be disinfected at intervals of two or three days with permanganate of potash until the labourers are split up and drafted off to other works.

“From the labourers, Bráhmans should be selected to draw water from the wells for Hindus, and Kahárs to distribute it. The vessels employed in drawing and distributing the water should be ordinarily of metal, and scrupulously clean. Kerosine tins have been found to be most useful and acceptable.

“A superior medical officer should inspect periodically (1) the relief labourers on relief works not of the Article 65(a) class; (2) the sanitary and medical arrangements in connection with such works; and (3) poorhouses and hospitals.

“The Famine Code (section 85) provides for the erection of latrines. These should usually be on the trench system, and provided with grass screens.

“A line of flags and posts should be placed all round each relief work, and 300 yards from the same, and great care should be taken that no nuisances are committed within the area enclosed by such flags and posts.

“Medical officers in charge of hospitals and relief works should very carefully watch for the occurrence of any cases of relapsing or famine fever, and immediately isolate any such cases.

“Provision for the immediate isolation of cases of cholera, small-pox or other epidemic disease should be made at each work. Grass huts, which can be subsequently burnt, will usually be the best form of isolation hospital.’

“These orders were carefully carried out. As a rule latrines at the headquarters camp on a relief work were on the trench system, and posts and flags were placed round the constantly-shifting bodies of men on road works. Where works were of a more permanent character, as for instance the digging of a tank, trenches were used. The areas were usually kept very fairly clean. Probably, however, the most efficient measure was the careful custody of the drinking supply. Particular pains were taken that people did not dip their own *lotas* vessels into the wells, but received the water from the hands of specially-appointed water-carriers, both Hindu and Muhammadan. Along the relief works water was conveyed in water-carts for the use of the labourers. In some localities the drinking water was thus carried from a considerable distance. All doubtful wells or sources of supply were kept closed under a guard. When disease broke out, or a move was contemplated, search parties went in advance to select the sources of supply and protect them. Such search parties had also to ascertain that epidemic disease did not exist in villages in the locality to which the workers were moving. Sometimes irrigation wells in the fields were cleaned out, disinfected, and used in preference to the masonry wells, as being less likely to have been polluted. Disinfection of wells with permanganate of potash was not practised only when disease was present; it was commonly adopted if any doubt whatever existed as to the character of the supply. There is no doubt as to the utility of such a proceeding; only experience showed that to be efficacious it must be practised every three or four days.

“Where works were vacated on account of cholera, the small huts of infected gangs were burnt and not allowed to be carried on to the next camp. Disposal of bodies was carried out by specially-appointed men.

“The character and condition of the food was watched. Where necessary, local officers increased the appointed ration in particular cases. Hurtful grains, such as “khesari” dāl, were excluded from the works, and vegetables and antiscorbutics were regularly supplied.

“The same principles were carried out in poorhouses and hospitals. As regards the former, rules are laid down for their conduct in the Famine Code; but as the result of observation it was considered desirable to supplement them by suggestions which were accordingly prepared and issued by Government.

“These arrangements, which were settled and agreed upon before the institution of relief works, worked without difficulty, and the people soon fell in with the scheme. The Sanitary Commissioner, the Special Famine Medical Officers, the Civil Surgeons of districts, and the Deputy Sanitary Commissioners visited and inspected the works and camps at intervals, and the Public Works officers in charge of the gangs selected and appointed the subordinates from among the workers. Weekly reports were submitted to the Sanitary Commissioner's office by the Special Famine Medical officers, and Civil Surgeons and Deputy Sanitary Commissioners also reported as occasion required. Upon these reports instructions—telegraphic or otherwise—were issued where necessary. On the occurrence of serious disease or other emergent matter, copies of reports were sent by the Secretary to Government in the Public Works Department, to the Sanitary Commissioner, who was authorized to issue instructions direct to members of that Department to avoid dangerous delay. Throughout the whole course of famine relief measures no friction whatever occurred between the Public Works and Sanitary officers on the works; and it is largely to the assistance and co-operation of the former Department that the success of the sanitary arrangements was due.

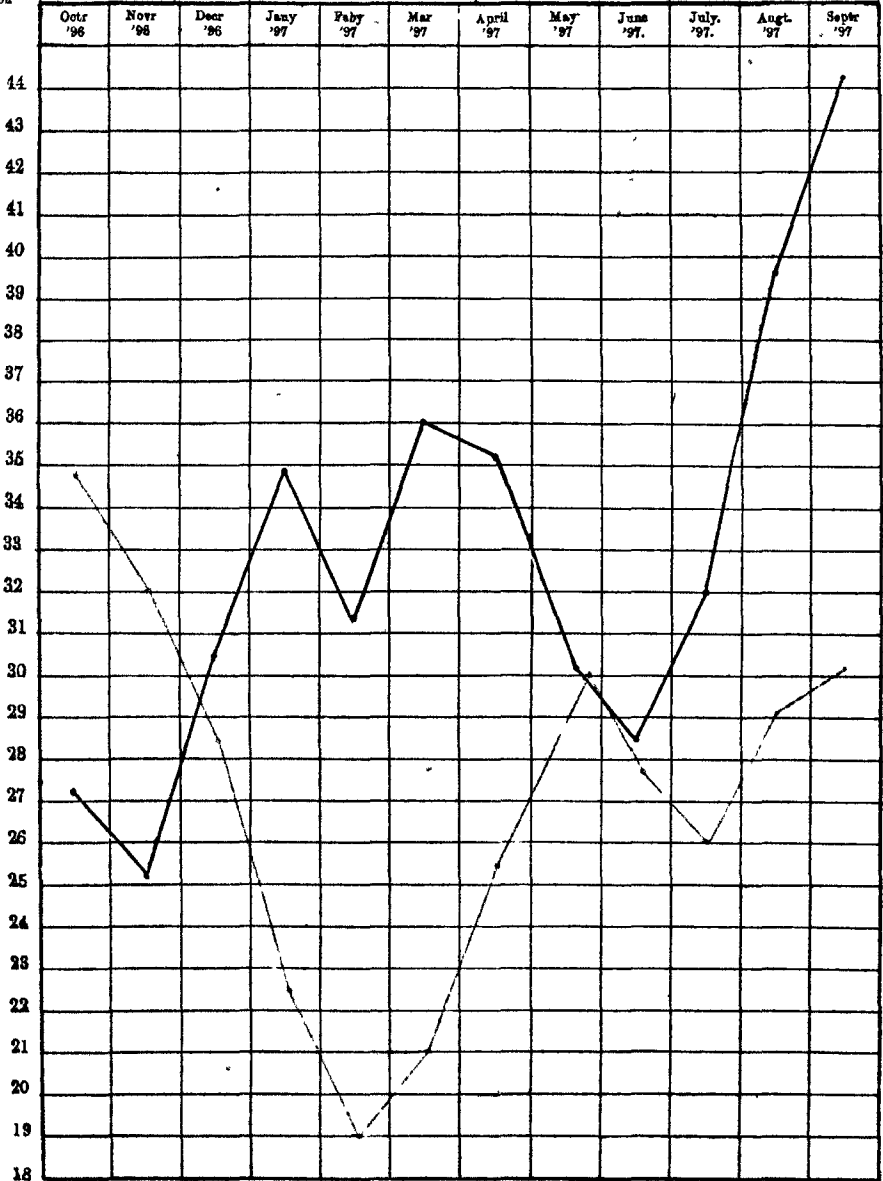
“To ensure early recognition of distress in any locality, special arrangements were made. The health and condition of the general population was reported on fortnightly to this office by all Civil Surgeons, and from these reports a general statement was compiled and submitted to Government. District Officers also telegraphed the death-rates of their districts month by month.

“A circular letter was issued to all District Officers early in the year, requesting that measures might be taken so that all births and deaths in poorhouses and on relief works should be carefully recorded.”

The great benefits derived from the use of permanganate of potash have already been mentioned in connexion with the operations of the Public Works Department. Its use rarely if ever excited any apprehension or opposition on caste grounds. Its efficacy was so popularly recognised, that in some cases village proprietors applied for a supply to use in their own wells. It undoubtedly proved a most useful agent in checking disease.

Mortality in famine districts in famine period as compared with decennial mean in same districts.

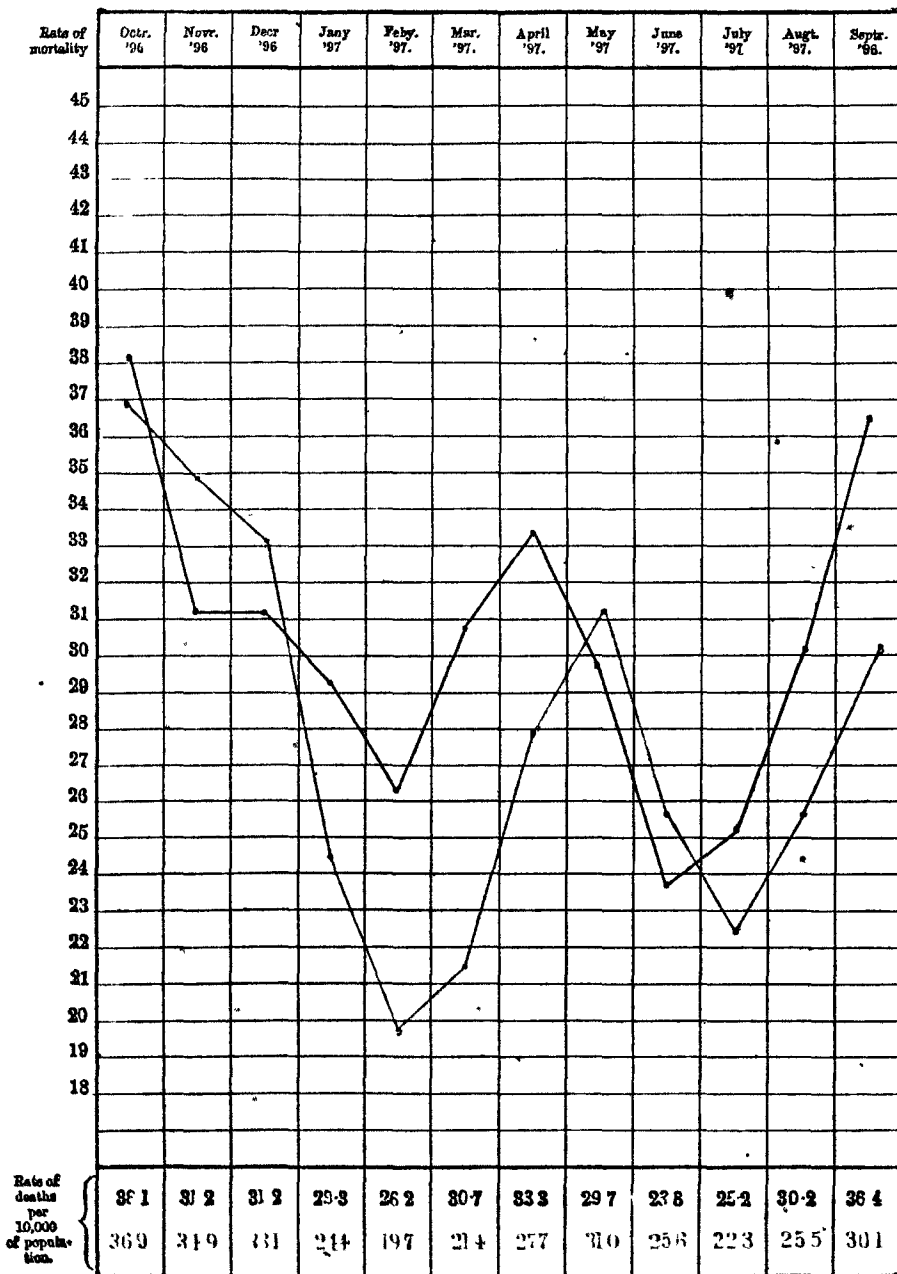
Death-
rate per
ten thou-
sand of
popula-
tion



Famine period in black. ———

Decennial mean in red. ———

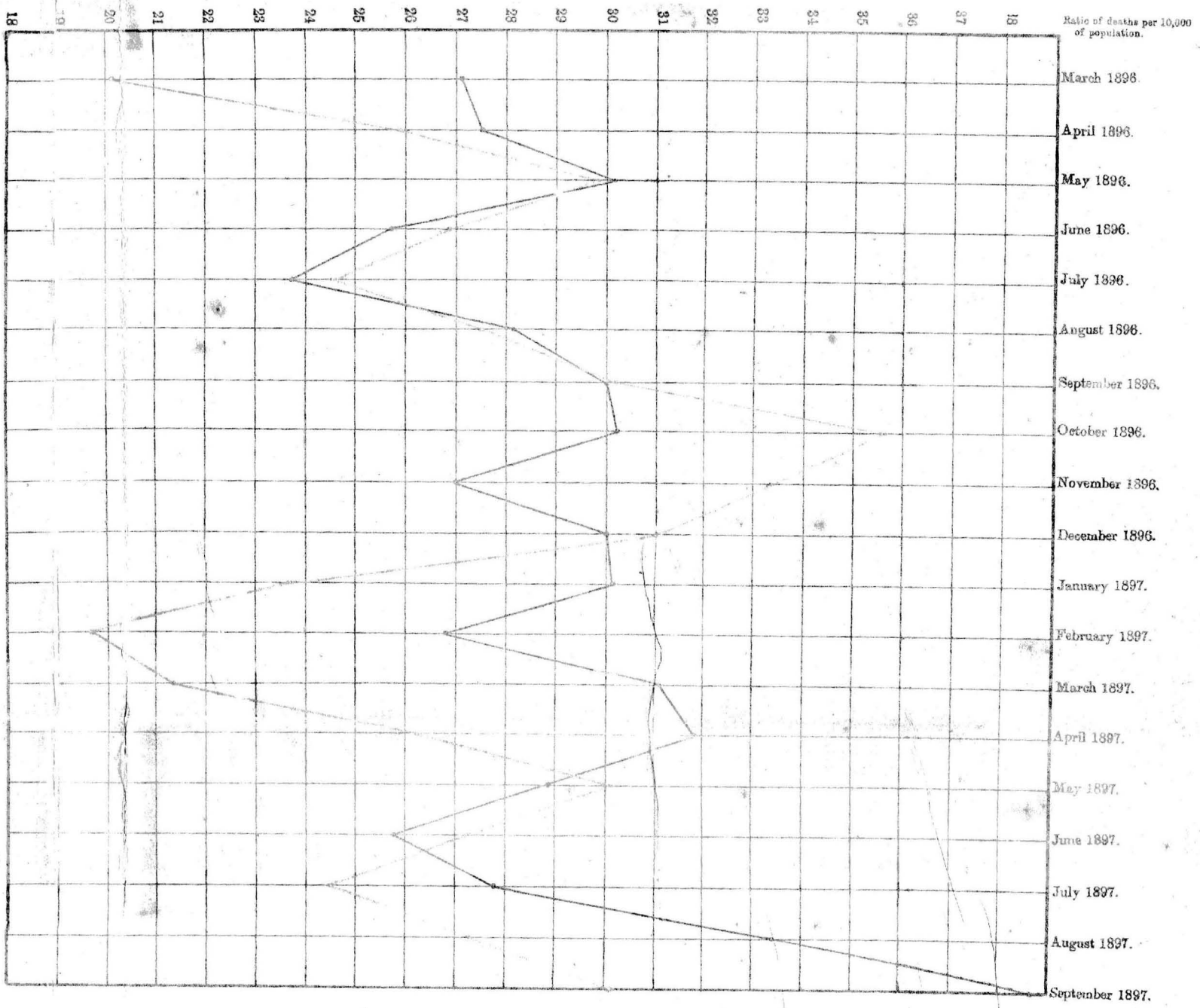
Diagram showing the mortality in Scarcity districts in famine period, compared with decennial mean in same districts.



Famine period in black. _____

Decennial mean in red. _____

Diagram showing Provincial Death-rate, North-Western Provinces and Oudh, from March 1896 to September 1897
 with average based on figures of previous ten years.



The black line indicates the actual death-rate. _____
 The red line indicates the normal death-rate.

Outside the relief works and poorhouses the condition of the people generally can best be judged by the recorded death-rate which will presently be given for each month. The mortality is usually in almost direct relation to the severity of distress otherwise known to prevail. It was not to be expected in tracts of country where the failure of crops had been so great and continuous as to force one-third, one-half, or even a larger proportion of the population to seek State relief, and where the grain markets had only been kept stocked by imports, that no abnormal mortality would occur. Where considerable numbers of the people had been reduced to short rations and forced to subsist largely on the less nutritious articles of diet, eking out their supplies by the use of herbs, fruit, and wild produce, it was inevitable that the diseases always attendant on famine should be manifested.

The accompanying diagrams compare in a graphic manner the rise and fall of the death-rate month by month during the famine period for the Provinces generally, and also for the famine and scarcity districts. Starting in September 1896 with a death-rate slightly below the decennial mean, the advantage was maintained in that month and increased throughout October both for the whole Provinces and for the famine districts. The mortality usually falls in November, and the year 1896 was no exception. In fact the fall in the provincial rate was rather greater than usual, and in the famine districts it was almost normal. In December, however, the conditions were reversed. Instead of the usual decrease the death-rate rose slightly throughout the Provinces though still remaining below the decennial mean. The enhancement, though not considerable, was most marked in the famine tracts. The figures for the scarcity districts remained stationary. In January the death-rate, which ordinarily would have fallen sharply, remained almost steady for the Provinces as a whole, while in the scarcity districts there was a fall; but the famine group of districts displayed a further rise, these abnormal movements brought the provincial incidence a little above the average. These months were cold and wet—conditions which must inevitably tell on the large crowds encamped on relief works. Pneumonia and allied diseases were responsible for many deaths. In February more favourable climatic conditions were established. This is the month in which the provincial mortality ordinarily sinks to its lowest point. The usual fall took place in the famine and scarcity tracts as elsewhere, and in about the normal proportion. Still following the normal movement the death-rate in March rose everywhere, but more sharply than usual. For the Provinces generally it stood in this month at 3.11 per mille against a decennial mean of 2.13. In the famine districts the proportion was 3.60 to 2.13 and in the scarcity districts 3.07 to 2.14. In April there was

some improvement. Much the same districts were affected; but there was some recovery in the worst areas, and the death-rates began to fall back towards the normal level. The provincial death-rate rose as usual in this month; but the rise was much less than normal, while in the famine tracts there was an actual decrease. In the scarcity tracts there was a slight rise. The provincial rate was now 3.19 against a mean of 2.62: for the famine districts the corresponding figures were 3.52 and 2.57, and for the scarcity districts they were 3.33 and 2.77.

During May these conditions were repeated in a more marked form. Instead of the increase which usually characterizes this month, the provincial mortality fell appreciably—the fall being most decisive in the famine and scarcity tracts. The spring crops had replenished the food supply in the hands of the rural population, while the return of the warm and dry weather rendered the conditions of life more favourable to those affected before by cold and wet. The provincial death-rate was now below normal, and even in the famine districts rose but a shade above it. The same conditions were maintained in June.

There was no excessive mortality anywhere in July, but fever began to reassert itself with the development of a strong monsoon, and there was cholera among the villages where it could not be treated as effectively as it had been treated in the relief camps, which the people had largely abandoned and were now being broken up. The death-rate (2.78) rose a little above the mean (2.45), and was heaviest in the most distressed tracts. August and September are always less healthy months than July, and this year saw the usual upward movement of the death-rate, but in a pronounced form. The very continuous and prolonged rains of these months in 1897, though extremely favourable to agriculture, were fruitful in malaria. Fever became extremely prevalent and naturally swelled the death-rate among a population weakened by long privations. In August the normal mortality is 2.73 per mille: it rose this year to 3.34 and in the famine tracts, where fever was very acute, it reached 3.96. In the scarcity districts the rise was not so marked. By September the early autumn crops were ready, food supplies had become abundant, and relief operations were being rapidly wound up. In spite of the general prevalence of a bad type of malarial fever the provincial death-rate rose only to 3.86 against a decennial mean of 3.01. In the famine districts, where the conditions were most adverse, the mortality reached 4.42 per mille. In the scarcity districts the figures rose from 3.02 in August to 3.64 per mille in September.

This autumnal fever is of almost yearly appearance; its severity varies with the rainfall: being more severe when the rainfall of August and September is heavy than when it

is light; and past experience has shown that it assumes an unusually fatal form when it comes in the train of a famine. The outbreak was therefore expected, and as soon as it appeared steps were taken to meet it by the distribution of medicines on an extensive scale. Large quantities of quinine were supplied in convenient doses to all the affected districts and distributed among the people by every available agency—free to the poorest classes and at cost price to those who could afford to purchase. Enquiry showed that the fever was not of the “famine” or “relapsing” but of the ordinary malarial type; it was not confined to the poor, but fell on all classes alike, and on all with equal effect. There are obvious limitations on the extent to which medical relief can be brought to everyone, and on the efficacy of such relief. But within those limitations the same efforts were made to avert disease which had been made to avert famine, and the mortality, though high in the most malarial districts, fell short of rates recorded during unhealthy seasons when there was no famine to aggravate the conditions unfavourable to life.

In all districts fever is assigned as the principal cause of death. This heading is very general, and probably includes most cases of pneumonic and lung diseases, so fatal to people of reduced stamina (especially the very young and very old) employed on relief works and elsewhere.

The general result was that, whereas the normal mortality in the Provinces for the decennial period previous to 1896 was 33·04, during the 12 months of famine prevalence in 1896-97 it was 36·30, giving an excess mortality of only 3·26 per mille.

An abstract of the monthly returns will show at a glance how far the mortality of the famine period rose above the ordinary death-rate in any month:—

| | Entire Province. | | Famine districts only. | | Scarcity districts only. | |
|--------------|--------------------|-------------------|------------------------|--------------------|--------------------------|--------------------|
| | Actual death rate. | Normal death-rate | Actual death rate. | Normal death-rate. | Actual death-rate | Normal death-rate. |
| October 1896 | 3 09 | 3 56 | 2 74 | 3 49 | 3 61 | 3 69 |
| November " | 2 70 | 3 34 | 2 52 | 3 23 | 3 12 | 3 49 |
| December " | 3 01 | 3 10 | 3 06 | 3 86 | 3 12 | 3 31 |
| January 1897 | 3 07 | 3 37 | 3 49 | 3 25 | 2 93 | 3 44 |
| February " | 3 08 | 1 97 | 3 14 | 1 91 | 2 63 | 1 97 |
| March " | 3 11 | 2 13 | 3 00 | 2 18 | 3 07 | 2 14 |
| April " | 3 19 | 2 62 | 3 52 | 2 57 | 3 33 | 2 77 |
| May " | 2 89 | 3 04 | 3 05 | 3 01 | 2 97 | 3 10 |
| June " | 2 68 | 3 78 | 3 34 | 2 79 | 2 38 | 3 56 |
| July " | 2 78 | 2 45 | 3 20 | 3 61 | 3 62 | 2 28 |
| August " | 3 34 | 2 73 | 3 96 | 2 92 | 3 02 | 3 55 |
| September " | 3 86 | 3 01 | 4 42 | 3 03 | 3 04 | 3 01 |
| Total | 36 30 | 33 04 | 33 54 | 32 80 | 36 53 | 33 36 |

The death-rate, it will be seen, rose on the whole but little above the normal average in the famine months up to July, that is for 10 months it was only 29·10 per mille in the Provinces, or 1·80 per mille above the normal. But the death-rate increased in August and September, the

malarious season. Taking the whole period of 12 months of famine prevalence, the death-rate of 36.30 per mille may be compared with the mortality during the same period in 1893-94, when the provincial death-rate was 38.05 per mille.

The Government attaches much weight to these figures, because it can claim that in them will be found the proof that the relief organization of this famine has accomplished the object for which it was called into existence and the justification of the large expenditure which that organization has involved. That in the 12 months during which general famine and scarcity prevailed, along with the diseases which follow in their train, the death-rate should only have risen above the mean rate by 3.26 in every thousand of the population is a testimony to the success of the measures taken to secure that no section of the community should be without the means of subsistence. There can unfortunately be no doubt that some part of the abnormal mortality, however small it may have been, was due to disease induced by insufficient or unsuitable diet, and it would be rash to assert that no one during this year of trial perished from absolute want. Even this mortality would have been lessened, if not averted, had the victims roused themselves to seek or accept in time the relief which was accessible to all. The Sanitary Commissioner has thus described some of the causes which helped to swell the death-rate. Elsewhere in this narrative will be found some account of the difficulties experienced by relief officers in saving people in spite of themselves.

“Of deaths from real starvation I believe there were very few. Two factors, both very difficult to deal with, frequently operated in bringing about what might be termed an avoidable mortality. The first was the pertinacity with which the people clung to their homes even when relief works were established comparatively near. This was especially the case as regards the hill people in the south of Bundelkhand and the Allahabad district. Such people usually came on the works so reduced by chronic privation that they were unable to digest and assimilate food; and an ordinary meal often brought on dangerous, and even fatal diarrhoea. A second factor was the characteristic tendency to try and save a little money out of whatever they received. The Famine Code rations being based on what was required for fair subsistence, left little margin for such economies; and it was frequently found necessary to issue rations in lieu of wages to children and others, where the parents persisted in endeavouring to hoard up their trifling gains.”

The number of deaths ascertained to be due to starvation have been recorded month by month. They amount in all to 25 deaths between September 1896 and October 1897. Each of these cases was investigated. In each the victim proved to be a wanderer, usually unknown, sometimes a migrant from some

Foreign State, who preferred a life of vagrant mendicancy and perished within reach of relief.

But though the relief measures, it may be claimed, succeeded in maintaining life, yet the reduced vitality of the people appears in the diminished birth-rate in the period which commenced nine months after the famine had set in. The statistics, set forth in full by the Sanitary Commissioner, show how the birth-rates in the distressed tracts fell off in 1897, reaching the portentously low level of 75 per mille in Bándá in June—a sure indication of low physical condition in the previous October.

It is to be confidently anticipated that this low birth-rate will be continued throughout 1898, if not still later—a result for which some compensation is to be found in the increased provision which will thereby become available for fewer mouths. Thus the coming years should witness some improvement in the general physique and well-being of a population which will have lost in the infirm, the leprous, and diseased, but gained in well-nourished infants.

The Sanitary Commissioner draws particular attention to the small mortality from epidemic cholera usually so fatal among large collections of people and in communities reduced by privation. It is impossible to attribute this to any other cause than the extraordinary attention paid to sanitation and in particular to securing a pure water-supply on all relief works and in poorhouses. So far from these congregations of people proving centres for disease, it was often found that the disease originated in the villages and spread from them to the works. Where, in spite of the precautions detailed by the Sanitary Commissioner, cholera made its appearance, as it repeatedly did in certain districts, it was on each occasion successfully met by prompt transfer of the workers or poorhouse inmates to another locality, by isolation of the infected gangs, and by the protection and disinfection of the new water-supply. Over and over again were outbreaks of cholera suppressed by these measures on the appearance of the first few cases—measures, it may be added, which were only possible and effective because, on prevision of the likelihood of disease, they were preconcerted by the local officers. The success so attained is due to the skill and devotion to duty in combating these epidemics, shown not only by the officers of the Sanitary and Medical Departments, but by officials of all classes, both European and native, who were concerned in the relief operations. In each outbreak a European officer was on the spot generally within a few hours, and remained till the necessary measures had been carried out and proved effective. Several of the staff, European and native, have lost their lives in the resolute discharge of this duty: the unprecedentedly small mortality among the workers is their best epitaph.

CHAPTER XIII.

*Some reflections on measures of precaution against future
Famines.*

THIS being the first important famine which has visited these Provinces since the Famine Code was compiled in its present form, it was inevitable that alterations and modifications in various portions of the Code should be suggested by the new and very extended experience now gained. This narrative has touched more than once on circumstances which necessitated some new departure from the procedure or policy of the Code; and as these changes have been approved by results it is desirable that they should be embodied in the Code for future guidance. Steps have already been taken in this direction. In all matters of administrative policy or executive detail, then, the lessons of the famine will find their proper expression in a new and revised edition of the Code, and no further reference to them need be made in this place.

But there are other matters not of detail, but of larger moment, upon which the experience of the last two years has also thrown some light and suggested reflection. Some of them are matters which lie at the root of the prevention as well as the alleviation of famine, and in regard to them the Lieutenant-Governor desires to record some observations before bringing this narrative to its close.

In the forefront of all agencies which subserve the alleviation or prevention of famine stand Railways and Irrigation.

This narrative will have failed in its purpose if it has not made clear how large a part railways have played in recent years in the maintenance and distribution of the food supply, without which all the other relief measures would have been of no effect. The questions then naturally occur whether the experience of the famine period has shown any weak points in the railway system; whether any parts of the Provinces have been found insufficiently protected by railways; and if so, what is the order of urgency in which the protection should be supplied.

It cannot be said that the experience gained during the last two years calls for any substantial modification in the programme of railway construction which had been antecedently approved. So far as can now be seen, only three protective lines of railway, or rather the extension and linking up of existing lines, remain to be constructed: these are—

- | | |
|---|------------|
| (1) the Ghāzīābād-Morādābād-Rāmngar line ... | 150 miles. |
| (2) the Bareilly-Budaun-Soron line ... | 60 " |
| (3) the Shikohābād-Mainpuri-Farukhābād line ... | 80 " |

The first of these will establish communication between the Rohilkhand and Kumaun Divisions and the great Railway systems which converge on Delhi. The portion of the line between Gháziabad and Moradabad will be of great use in developing the Meerut and Moradabad districts, and will tap important and fertile tracts of country. On the Moradabad side of the Ganges it will be a protective line, and on the Delhi side a much-needed collecting agency.

From Moradabad or some other suitable point of the existing systems to the important mart of Rámnagar at the foot of the Garhwál Hills, railway communication is very much wanted. Such a line would pass through a country hitherto unopened, while it will be of the utmost service to all the great extent of hill country which the existing sub-montane railways are quite unable to serve.

Communication in the Kumaun division is so difficult, and carriage so costly, that neither the railway from Najibabad to Kotdwára, now completed, nor the railway to Káthgodám give any substantial help to the portions of Garhwál and Kumaun which would be supplied from Rámnagar. In the Himálayan districts, with a population fast growing in density and harvests entirely dependent on a rainfall which is not stable, imports of grain have of late years been often necessary to prevent or alleviate distress. This import is rendered expensive at any season of the year by the nature of the country to be traversed between the existing railway system and the marts at the foot of the hills, while in the rains it is almost impossible for the same reason. A railway line connecting Rámnagar with the existing system would therefore make a great difference in the price of grain to the natives of Garhwál and Kumaun.

The second extension mentioned would link up the narrow gauge systems on the north and south banks of the Ganges. It would have a high protective value on a large tract of country which caused anxiety this year, though the distress in it was much less than it was in the famine of 1877-78. The necessity of protection for this area will be recognised from the fact that, with a population of 400 to 500 to the square mile, only 7 per cent. of the crops are irrigated, and that the rainfall, which averages only 33 inches, is liable to much fluctuation.

The last railway project mentioned passes partly through a country protected by canals; but when it penetrates into the Farukhabad district, it traverses country which suffers from drought. The line, therefore, would be partly protective and partly distributive, and should be remunerative.

It is not considered necessary to enumerate among the railways, whose construction is needed, the various branches and extensions of the Bengal-North-Western system which have been recognised as necessary. These are the

nexus of lines intended to supply the doab of the Ganges and Gandak, and to complete the connexion between North Behar and Gorakhpur. As it is understood that the necessity of these extensions is admitted, it is needless to dwell here upon their advantage.

When the railways now enumerated are completed, it may be fairly said that all the substantial wants of these Provinces in the way of railway communications will have been satisfied. Of course there will still remain a large field for steam tramways and perhaps light railways through the richest tracts, especially where irrigation assures a crop in all years. But these will be distributing and remunerative lines. They are not essential for protective purposes. On the whole, then, it may be said that but little remains to be done towards completing the compulsory railway programme for the United Provinces.

If the field for railway construction is gradually contracting, so also are the possibilities for the construction of useful and remunerative canals. It may be accepted as an established fact that when the Fatehpur Branch of the Lower Ganges Canal now under construction is completed and working, there will be no more water left for any considerable extension of the canal systems drawing their supplies from the Ganges and Jumna rivers. In the opinion of the Irrigation Department of this Government, the only sources of water-supply which will then remain to the Irrigation Engineer in these Provinces seem to be the following :—

| Name of river. | Source and character of water supply |
|---|---|
| Sarda river | Snow fed, 6,000 cubic feet per second generally available. |
| Ken river | The Bundelkhand hills, which form the northerly and lowest terraces of the Vindhyan system. |
| Dhasan river | |
| Tonsa river (Allahabad) | |
| Rámgauga river | Large, deep channels, with large flood volumes and low dry weather discharges; storage possible, with high weirs. |
| Small hill streams in Balrámpur, Gonda district, and possibly in Bahraich | |
| Small hill streams in Gorakhpur and Basti | The outer <i>Himálayas</i> . Large flood volumes; low dry weather discharge. |
| Small hill streams in Garhwál-Bhábar | |
| Small rivers in Bareilly district and neighbourhood | |

There are of course many more rivers in the plains of the North-Western Provinces and Oudh; but none has any considerable volume in years of drought, and the water level is generally too much below the surface of the country to allow of the construction of an economical canal.

The Sarda River project.—The Sarda river is the only river in the Provinces, after the Jumna and Ganges, which affords a sufficient and permanent supply of water: the construction of a canal system fed by it has for many years been under discussion, and several projects have been actually prepared. The original project for the Sarda canal, to cost about six crores, provided irrigation for all the Oudh districts (except

Kheri) lying between the Gogra and Ganges, and also for parts of the districts of Allahabad, Mirzapur, Benares, Jaunpur, and Azamgarh in the same doab.

This project, however, was vehemently contested by the great talúqdárs and other landlords of Oudh, their substantial objections being that irrigation was not wanted in Oudh, that if introduced it would generate fevers; and that the intervention of the Canal official between them and their tenants would cause difficulties. In their opposition the landlords were supported by some influential and experienced officials. The opposition prevailed; and the project was dropped for a time. It was resuscitated in 1880, when drought threatened, and a modified estimate was prepared, which provided for the irrigation of the Gogra-Gumti doab only, including the districts of Sitapur, Bara Banki, and Fyzabad and parts of Lucknow, Sultánpur, and Azamgarh. This project, which was estimated to cost $3\frac{1}{2}$ crores, was postponed indefinitely in 1883.

In October last year the failure of the crops threatened to be greater in Oudh than elsewhere, and the question of undertaking the Sarda canal as a relief work came again under discussion. The magnitude of the work, however, was so great, while the injury to the country, if a mistake were made, would be so far-reaching, that the Lieutenant-Governor decided not to enter on this great undertaking as a famine relief work without careful preliminary inquiry. But, in view of the possibility that the famine might continue for longer than a year, Sir Antony MacDonnell considered it desirable to come to some decision on the question whether a canal could be advantageously made or not. Accordingly Mr. M. King, Superintending Engineer, was deputed to enquire into the merits of the project, and he spent four months of the cold weather in doing so. Mr. King's report has not yet been finally considered, but it may here be said that, in his opinion, Sitapur, Hardoi, Lucknow, and Bara Banki are the only districts of Oudh into which canal irrigation could be profitably introduced. The facts to be deduced from Mr. King's report are, on the one hand, that the water-supply from the proposed canal would be for these four districts practically unlimited, that a canal could be made for about $4\frac{1}{2}$ crores, which would possibly return 5 per cent. on the outlay;* and that these districts would be protected from the effects of drought, their wealth greatly increased, and about 265 square miles of shallow tanks reclaimed for *rabi* cultivation.

*The question of return is very uncertain.

On the other hand, the report shows that there are serious, though probably not insuperable, difficulties attaching to the project, arising from the high spring level of subsoil water, nature of subsoil, and drainage. The construction of

the canal continues to be viewed with disfavour by a large, though a decreased, proportion of landowners and cultivators and there is some doubt whether adequate water-rates could be realized.

The matter is still under the Lieutenant-Governor's consideration; but the facts which have been established by Mr. King's inquiries show the prudence of the decision which rejected the work as a famine relief measure.

The Ken River project.—This project, which affects a portion of the Banda district only, was prepared in 1876-77, and again examined in 1896, with the conclusion that it should not be taken up until the Betwa Canal had shown better results. Since then the Betwa Canal has irrigated about* 85,000 acres between September 1896 and February 1897; and as the Ken project seems likely to cost about the same as the Betwa Canal cost, but to give decidedly better results, it is the Lieutenant-Governor's intention to depute an officer next cold weather to revise the Ken project and bring it up to date. It might perhaps be carried out as a protective work for about 40 lakhs, and be capable of irrigating about 80,000 acres of spring crops, besides saving a considerable area of autumn crops if the rains fail in late August and September.

* Of this, 31,000 acres only got a first watering; but the crops were brought to maturity by timely rain.

The Dhasan River project.—The supply of the Dhasan (Hamirpur district) fails entirely in dry seasons, and reliance would therefore have to be chiefly placed on storage. Three projects were proposed in 1869, the most practicable of which provides for 600 cubic feet per second throughout the year, at a cost of 25 lakhs. In the case of a very dry season, however, the reservoir would be emptied by the end of March, as happens with the Betwa canal. Considerable additions to the estimate of 1869 will be required, and there is little doubt that it would cost as much as the Betwa or Ken, *i.e.* 40 lakhs. The project is a possible one, but not so good as the Ken river project.

The Tons River project.—A canal from the Tons river in the Allahabad district was prospected for, and some levels taken last cold weather. It would water a tract of some 96,000 acres (culturable area) south of the city and station of Allahabad. There is sufficient supply in the river to irrigate, with a little aid from storage, about half of this area in a dry spring season, besides giving help to the autumn crops if the rains ceased early. But the river, which is of the same character as the Betwa and Ken, is liable to very heavy floods, and the cost of the head works would probably be almost prohibitive considering the limited area commanded. The canal would not cost less than 25 lakhs.

The Rámanga River project—Several projects were proposed about 1869 for a canal from the left bank of the Ganges, which was to assist one from the right bank of the Rámanga. There was also a project for a canal from the left bank of the latter river. These were for the irrigation of the Bareilly, Bijnor, Moradabad, and Budaun districts. They were finally abandoned in 1876 because (among other reasons) there is not sufficient water-supply at times for the existing Ganges canals, because the spring level is generally near the surface, and temporary wells can be made cheaply in many places; and because canals from the Rámanga would cost a very great deal in comparison with the results they would be likely to produce. From this it is apparent that the prospect of irrigation from the Rámanga is not hopeful.

There remain the possibilities of irrigation from small hill streams; but it is unnecessary to consider these in detail. Such irrigation, though beneficial to the lands served, must, without very costly reservoirs, always be on a small scale; moreover, the water level near the hills is generally near the surface; and the irrigation from these streams can have but slight effect on the general food supply, while it raises intricate questions of private rights which often militate against effective and prompt action.

It may be added, however, that this source of irrigation has not been neglected by Government, wherever it can control the course of the streams, as in the Kumaun Taráí. Even further away from the hills—as in some of the Rohilkhand districts—small rivers are more or less utilized for irrigation under Government control. From time to time a river is taken up and the system of irrigation improved; but, it is repeated, the improvement in this direction can only be in a small way.

To recapitulate. The Sarda scheme, which is one of great magnitude, has been lately enquired into and reported on, and is under consideration. The Ken project, costing about 40 lakhs, seems likely to be a useful protective work, and the estimate will now be brought up to date. The Dhasan project will be further examined should the construction of the Ken canal be put in hand. The Tons scheme is too expensive for the small area commanded. The Rámanga schemes give no promise of success. There are no other considerable sources of supply; but improvements and extensions, in a small way, will continue to be made in submontane tracts.

The preceding observations show that, in the Lieutenant-Governor's opinion, there is not, if the great Sarda canal scheme be excluded, much scope in these Provinces for further extensions of canals. Without prejudging the conclusion he may come to on a further careful and leisurely examination of the case, Sir Antony MacDonnell is not

sanguine that the Sarda project will be practicable. If not, then the best hope for an extension of irrigation lies in the construction of wells. Sufficient reference has already been made to the great benefit which in a single year has resulted even from temporary wells. From masonry wells, which command a perennial water-supply, the advantage is increased manifold. It should be the declared policy of the Administration to promote the construction of those wells. The construction of them should be actively encouraged by the grant of liberal advances. It has been alleged in some quarters that the state of the law of landlord and tenant discourages the making of wells—of all agricultural improvements the most necessary and the most within the tenant's reach. This is a matter which calls for examination with a view to the removal of obstacles to investments of capital which cannot fail to be beneficial to both landlord and tenant.

During the last two years the incidence of the Government assessments of land revenue upon the cultivated area has constantly engaged the Lieutenant-Governor's attention. It has been stated in some quarters that the condition of the cultivator has been, of recent years, changed for the worse by reason of excessive increases in the Government revenue, and that his power of resisting the pressure of adverse seasons has been proportionately diminished. In the following chapter reasons will be given, based on the experience of the present and previous famines, in favour of the view that, generally speaking, in these Provinces the cultivator's power of resistance has not decreased within recent years, but has improved. Still it was desirable to ascertain whether, in the Bundelkhand region especially, the acuteness of the distress might not, to some extent, have been aggravated by local and exceptional circumstances connected with the land revenue assessment.

From the personal experience of settlement operations on a large scale which the Lieutenant-Governor has had since his assumption of office in these Provinces, he is satisfied that the principles upon which the Government share of the assets of landed property is assessed are reasonable and sound, and that the various settlement authorities, in carrying these principles into effect, act fully up to the spirit of their instructions. But it may have happened that settlements concluded several years ago, during the cycle of prosperity, have become harsh and onerous in the adverse seasons, which have recently visited the Provinces. It is with the view of ascertaining whether, in any particular locality, the assessments of the past have fallen out of harmony with existing conditions that the Lieutenant-Governor has directed a special inquiry to be made. This special inquiry is now being conducted in the Bundelkhand region. It will, if necessary, be extended to other tracts in which the famine has been most acute; and its objects will

be to discover what the exact condition of things is and whether within recent years there has been any agricultural depression which can be fairly attributed to other than merely climatic causes. Should this inquiry bring to light that the assets of landed property have seriously decreased, either permanently or owing to temporary causes, and that the Government demand presses heavily on any estates, then a suitable remedy will be applied

Only one word more remains to be said in this brief summary of questions which have, during the recent relief operations, attracted the Lieutenant-Governor's attention. The lesson which, above all others, famine experience teaches is the necessity for timely preparation. It is impossible, therefore, to exaggerate the importance of maintaining, from year to year, a careful watch on the character of the seasons, on the nature of the harvests, and on the condition of the people. Opportunity for insisting on this matter was recently taken by the Government of these Provinces in connexion with an interesting note on agricultural depression recently submitted by the Director of Land Records and Agriculture. It is the practice for District Officers to submit annually reports regarding agricultural prosperity or deterioration which are or should be based on the facts recorded in the agricultural registers maintained by the local kanúngos or revenue supervisors. Commenting on the shortcomings of such reports, the Government made the following remarks :—

“ It is desirable that steps should be taken to derive full advantage from the information that is contained in these reports, or that should be found in them if they were properly compiled. They should, in the opinion of the Lieutenant-Governor and Chief Commissioner, embody the experiences of the individual districts during the years to which they refer. The history of past years shows that the climatic conditions of the province vary considerably from year to year, and yet that all these variations have been generally experienced at some time or other within a cycle (the length of which has been differently estimated by various authorities), after which they repeat themselves. In other words, an accurate account of the agricultural condition of the province and its individual districts for that cyclical period will afford instances of all the various forms of depression affecting a district, either as a whole or in part, to which that district is ever likely to be subject. If, then, these records of the annual history of a district for the whole period of such a cycle of years be compiled with accuracy and intelligence, and so collated as to form a connected and intelligent account of the agricultural history of the district for that period, we should have for all time a valuable and useful guide for Government and for the district officials to the weak points in the agricultural prosperity of each district, and more especially regarding the manner, the extent, and the precise localities in which it is affected by climatic variations. With this object in view it is not sufficient that these records of a district's vicissitudes should be found in annual reports. They should be carefully examined by the Director of Agriculture; where from any cause they are defective, the defect should be rectified at once; the significance of the records of one year compared with its predecessors should be noted; and after every five years all the reports should be collated and

the inferences or results set forth in a clear light. Thus a manual of the agricultural conditions of each district might, in time, be compiled, which would be invaluable to Government and to all officers to whose charge the district is entrusted in future.

“ The two great dangers to which the agriculture of this country is exposed are undoubtedly flood and drought. The evils resulting from either one of these calamities have the effect of blinding the observer for the time being to the disastrous effects of the other. There are in most districts portions in which floods are the more serious evil, and to which a dry year brings relief; there are other portions in which drought has the more serious effect for evil; and yet again other parts, such as the *bhur* tracts, which suffer almost equally from excessive or from deficient rain. It is, on the other hand, fortunate that what is a serious evil in some portions of the province carries with it some compensating advantages in other parts. But with a careful and intelligent account of the effect of the climate on every district and its component parts, an account based on actual experience extending over a cycle of years, it is hardly possible that any climatic danger could overwhelm a district and take by surprise those who are responsible for its administration without their being prepared for the evils they would have to face and guided as to the measures they should take to counteract them.”

It is believed that the adoption of the system indicated in the preceding extract will place a District Officer in a position to know well beforehand what he has to expect, and thus enable him to advise the Government as to the future, and to take these timely precautions which prevent surprise and thereby rob a famine of something of its terrors.

CHAPTER XIV.

*General considerations regarding the condition of the people,
and the power of resistance to distress displayed by them.
Conclusion.*

ALL inferences as to the economic condition of the Provinces must no doubt be qualified by the extent and effectiveness of the relief system; but discounting this, the belief may fairly be entertained that the agricultural classes were not without resources which enabled them to oppose on this occasion an unwonted resistance to an unprecedented pressure. For this belief many reasons can be given. In the first place, this famine period was free from that general lawlessness and disorder which characterized the famines of the earlier part of the century. Without labouring a comparison or insisting on conclusions from statistics which are often too imperfect to admit positive conclusions, it may be said that the narratives which have been preserved of the earlier famines down to the famine of 1837-38*—both before and immediately after the

* The official record of this famine states as follows—

"The beginning of trouble in 1837-38 was marked by a spirit of lawlessness and freebooting throughout the country. Neither the stores of the merchant nor the grain in transit was safe from attack. The starving people forgot all rights of possession, and violently laid their hands on their neighbours' supplies. In almost every district a large police force had to be entertained, and this item added in no small degree to the burden of Government."

introduction of British rule—leave no doubt as to the social conditions which prevailed at such times. Each story is one of rapine, plunder, and desolation: the strong preying on the weak, the effacement of law and order, and the wholesale abandonment by the people of the tracts of country in

which famine existed. The contrast between the past and the present is wanting in minute detail; but the broad lines are clear and unmistakable.

Again the history of the earlier famines shows them to have been invariably accompanied by migration on a large and organized scale from the distressed tracts. As soon as the crop failure and the exhaustion of food supply were declared, a movement of the population set in towards those parts of the country where either the information or the traditions of the people led them to expect that food and work could be found. Such records as exist of famines which occurred in the last century or in the early part of this century show that whole tracts of country were thus left desolate by the withdrawal of a large part of the population, and that the affected districts took years to recover from the loss of their population.

This feature of famine times was conspicuously noticed as late as 1837. In 1860-61, and again in 1868-69, extensive movements of the population were observed either in the

shape of migration from one part of the Provinces to another, or of emigration from the affected parts of these Provinces towards the country lying outside, or the immigration from Foreign States of people attracted either by the greater prosperity or by the existence of relief measures in this territory. Even in 1877 there was much migration and wandering of the people within the Provinces, and there was a very noticeable movement of emigrants from Native States into or through certain British districts. In strong contrast with this characteristic of previous famines was the entire absence during 1896-97 of any organized movement among the people, or even of desultory wandering on any noticeable scale

The foregoing narrative has, indeed, shown that a substantial number of emigrants from Native States found their way to the relief works and poorhouses of parts of these Provinces; but even here there does not seem to have been any concerted or considerable movement of the population of these States. It is true that on this occasion there was no general failure of fodder, and therefore that incentive was wanting which leads pastoral or agricultural communities to wander in search of pasturage for their cattle. This, however, goes but a small way towards explaining the unusual stability displayed by the population on this occasion. A fuller explanation is to be found in the measures of Government which encouraged the people to settle quietly in their homes under the assurance that they would receive such protection and support as the resources of Government could extend to them. Undoubtedly this tranquillizing influence had very great effect; but with full consideration for all these exceptional circumstances, it is probable that, unless there had been some very substantial improvement in the economic conditions of the Provinces, the migrations in search of food and labour, which characterized earlier famines, must have been repeated, even though on a diminished scale

Another argument in support of the growing substance and wealth of the people is to be found in the rapid recovery of agriculture, which characterizes recent famines. This recuperative power has been of gradual, not sudden, growth. In the absence of agricultural statistics it is impossible to formulate a precise comparison; but from such general accounts as exist some inferences may be drawn

The contemporary accounts of the condition of the country show that the famines of 1783 and of 1803-4 were followed by waste and desolation, which ensued from the exhaustion of agricultural stock and agricultural labour.

Colonel Baird Smith, a competent investigator, has ascertained that—

“ the famine of 1837 so affected the agricultural prosperity of the affected districts that the stamp of this terrible famine remained uneffaced in the

Agra division by the lapse of two-and-twenty years, and that the State received from that division less revenue by an aggregate amount of Rs. 1,32,85,000 than it would have done had it been possible by any expedients to have warded off the catastrophe."

In 1861 the recovery was more rapid, but the country affected in the North-Western Provinces (about 10,000 square miles) was comparatively small and the adjacent regions had good crops.

In 1868 these Provinces "felt only the fringe of the famine" and naturally soon recovered from its after effects.

In 1877 the famine, it is true, was not preceded by years of scarcity;* but the distress was severe while it lasted. Its effects were not so much manifested in the spring sowings, which followed it immediately under favourable conditions, as in the *khariif* sowings of the following year. These showed a decrease of 3 per cent. under the normal cultivation. There was therefore some deterioration.

It would be too early to attempt an estimate of the future effects on the Provinces of the trial, the severest within the century, through which they have just passed; but it is possible to observe the unprecedented rapidity with which agriculture is recovering as soon as natural conditions permitted its resumption. The great failure of the autumn harvest of 1896—itsself preceded by several bad years—was succeeded in 1897 by a *rabi* which gave only 60 per cent. of a normal outturn. Yet there is, throughout the Provinces generally, no trace of the desolation and loss or deterioration of cultivation or exhaustion of agricultural labour which followed those earlier famines. On the contrary, the Director of Agriculture, reporting on the 9th November 1897, says—

"The area under the *khariif* (autumn) harvest is now calculated to be 3½ per cent. above the normal, and there has been virtually no crop failure anywhere. The outturn is (with the exception of two doubtful districts) given as from 14 to 16 annas, and several District Officers go up to 17 and 18 annas. An exceptionally fine harvest has been secured over all the Provinces in an abnormally full area.

"The cane crop, as already mentioned, is above the average except in parts of Rohilkhand, where a 13 and 14-anna crop is estimated. For the *rabi* (spring) harvest it would be premature to make any forecast, though by all accounts a fully normal area is being sown."

This statement of the existing condition of agriculture goes to show that the people have resumed the usual tenor of their lives with energy, undemoralized by the hardships or the incidents of the preceding year. The only circumstance which has come to the Lieutenant-Governor's notice tending to suggest deterioration is the culva-

tion in certain tracts of a larger area with oil-seed instead of the more valuable wheat, owing to the dearness in the price of wheat for seed and the comparative cheapness of the oil-seed. But even this circumstance affects only the most distressed part of the Allahabad division and it needs confirmation : on the whole there would seem to be no substantial deterioration, and this fact would seem to indicate an improvement in the resources and in the resisting power of the population.

Any estimate of the economic effects of different famines is necessarily obscured by the success of relief measures in modifying or averting those effects. It is constantly necessary, therefore, in comparing the condition of the period during and after the present and past famines, to remember that relief was, upon the present occasion, distributed in a complete and effective form, for which no previous parallel can be found in these Provinces. What would have happened had relief measures not been initiated before distress appeared and developed as it expanded, must remain largely a matter of speculation. To this modifying influence the further qualification must be added, that modern improvements in communications and the canal irrigation have completely altered the economic conditions in these Provinces. Reference has already been made to the effects of the system of irrigation in protecting the country from drought and promoting cultivation. The influence of improved communications has been even more important and more general. Railways have opened new markets, made the surplus of one region available to supply the deficiency of another and stimulated the cultivation of more valuable staples. Cultivators have obtained a certain market and an enhanced and stable price for their produce. Grain which, in seasons of plenty, used to rot in the fields or perish by waste or deterioration before it could be consumed, has become a profit to the producer and an addition to the general resources of the country, in which more of it seems to be consumed than used to be the case or than can be attributed to the mere growth of population. Ignorant or short-sighted alarmists find in these movements of trade proof that the resources of the country are being dangerously exhausted by the new facilities for carriage. The experience of this famine—a famine of slow growth, wide extension, and great severity, and therefore a crucial test of the subject under notice—has shown that large stocks of food are still kept in reserve in accordance with immemorial practice, and that the same facilities which permit the export of a surplus enable the consumers in times of scarcity to supply deficiency by import.

All observers are combined in thinking that the high prices of recent years, together with the increased facilities for transport, have enabled the cultivating classes to derive much profit by the sale of their surplus produce. This has

added to their wealth, and enabled them to improve their general standard of living. How long this improvement will last, how long the surplus which makes it possible will continue to be produced, depends on the growth of population, the progress of agricultural improvement, the maintenance of moderate taxation, and finally on the advance of general enlightenment. Into speculations on these interesting subjects the Lieutenant-Governor will not now enter; but he has faith in the future, in the people, and in the equity and resourcefulness of British statesmanship

But, if we may hopefully regard the prospects of agriculture in these Provinces, there is another and a less pleasing aspect of the case. Beyond the cultivating classes there is a large and growing section of the community who subsist by day labour, whose wages have not generally risen with the rise in prices. It would be incorrect to say that this class has appreciably shared that improvement which the cultivating classes owe to extended irrigation, better communications, and higher prices.

During the present famine the vast bulk of the recipients of relief were persons of the labouring class. Cultivators or their families were found in fewer numbers upon relief works, and scarcely ever entered the poorhouses. Even the gratuitous village relief was very largely bestowed on the helpless families of day labourers and artizans. The form in which pressure upon the cultivating classes chiefly manifested itself was in the unusual share which they themselves and their families took in field work, for which they had been accustomed to employ hired labour. In those districts which escaped crop failure the pressure fell almost exclusively upon the town population, to whom the high prices of agricultural produce brought only distress. Yet even in such tracts the general prosperity which prevailed enabled such classes, largely artizans, to find employment and subsistence without recourse to State or charitable relief.

The general conclusion, then, which the Lieutenant-Governor is disposed to draw is that the cultivating classes, whether tenants or proprietors, have displayed in this famine a command of resources, either in the shape of capital or credit, and a power of resistance, which have not been paralleled in any previous period of scarcity; but that this improvement has not been materially shared by the labouring classes. The labouring classes would probably have suffered more severely than before but for the extensive and elaborate measures organized by Government to assist them.

Perhaps some encouragement for the future may be found in a movement, which has set in, of labour from the congested districts in the eastern part of the Provinces towards Assam and Eastern Bengal, which have become accessible by

the extension of railways. If relief is not found in emigration of this sort it is difficult to see from what direction relief is to come. For industrial enterprises are of slow growth, while the waste tracts within the Provinces suitable for cultivation are no longer considerable, and further extensions of canal irrigation are limited by the appropriation of all the chief sources of water-supply.

CONCLUSION.

THE story of the famine has now been told. The foregoing narrative has explained how the disasters of four successive years so reduced the resources of the people that in the worst afflicted tracts famine asserted itself in the summer of 1896: it describes how the failure of the rains in 1896 intensified that famine, and extended it over large tracts that had so far struggled against the adversities of the seasons: it sketches the organization created to bring relief in suitable shape to all classes of the famine-stricken population: it tells how the famine grew in extent and acuteness through the winter months of 1896-97, and how the relief was developed to meet the increasing distress: how the spring harvest of 1897 lightened the pressure in all but the worst districts, and how the advent of the rains brought about new conditions favourable to the people, but necessitating new dispositions to meet them: it shows how the pressure slowly relaxed as the field of agricultural labour reopened with the progress of the rains, and how it disappeared as a bountiful autumn harvest replenished the food stores of the Provinces and rendered it possible to wind up by cautious steps the various relief measures which had for many weary months been the sole resource of hundreds of thousands of destitute people. The operations of the Department of Public Works have been described with the necessary technical detail, and the other agencies which co-operated in the work of relief have been portrayed and their results exhibited. The question of prices and food supply has been examined; the movement of crime has been measured, and the law-abiding character of the great mass of the people has been acknowledged; the possible extensions of the Railway and irrigation system have been glanced at, and the need of preparation and foresight in connection with seasonal changes and agricultural gain and loss has been adverted to.

Some effort has been made to illustrate the social and economical condition of the people, their resources and their power of resistance to natural calamities, by comparison with previous famines and their consequences to the community; and, finally, the state of public health during the famine period has been stated and cited as the test and crown of the great and complex organization whose object was to preserve human life.

The statistical results of the various forms which the relief measures took have been duly exhibited, and it is not necessary to repeat them here in detail. But by way of final summary it may be said that the famine and scarcity extended with various degrees of intensity over an area of more than 72,500 square miles with a population of 34½ millions. Beyond this lay an area, co-extensive with the Provinces, within which the pressure of high prices fell heavily on all, and particularly on the labouring classes.

The relief measures, which commenced in Bundelkhand in March 1896, continued till the middle of October 1897. The number of persons who received support for one day amounted to 304 millions of people in round numbers, or if the relief given from the Indian Charitable Relief Fund be included to about 334 millions, a total which is nearly equal to the population of the United Kingdom, of India and the

* The Statesman's Year-Book for 1897 gives the population of the United Kingdom of India and the Colonies as 347,279,469. Colonies.* This is equivalent to a daily average of 1,688,000 persons supported for six months.

The cost to the State (all charges included) amounts to two crores and 17 lakhs of rupees or £1,400,000 at the present rate of exchange. Each person supported represents a daily charge to the revenues of 13 pies or .07 of a rupee.

The indirect loss in the remission of land revenue has been already stated at 60 lakhs of rupees. The famine has also had injurious effects in various other sources of revenue, such as Excise, Stamps, and Income Tax. It will not be possible to state the loss in these departments until the year's accounts are balanced; but the probability is that it will be covered by about 25 lakhs.

Thus the direct and indirect cost of the Famines of 1896 and 1897 to the Government of India may be put at about three crores of rupees, or two million pounds sterling at current rates of exchange.

In 1896 the death-rate for the United Provinces was 33.32, and for the 12 months—October 1896 to September 1897—during which the famine prevailed, the rate was 36.30 per thousand of the population. The similar rate for the previous decennial period was 33.04.

In these few figures is concentrated the history of a series of great calamities mitigated by efforts which taxed all the resources of the Government and all the energy, skill, and devotion of its officers. They represent much suffering borne with submissive patience and quiet endurance by the people, and great difficulties overcome, under Providence, by the unwearying toil, the humanity, and the patient resolution of a great body of workers.

It is, perhaps, too soon to make a proper estimate of the political effect of the measures by which Government

exerted itself to save its subjects from the effects of this famine. Some officers report that there are no noticeable manifestations of gratitude. Other officers, and these not the least observant, give an entirely different opinion, and say that the feeling of gratitude is deep and widespread among all classes. An observant European officer, noticing the confidence with which the children, at first timid, now meet advances, writes as follows: "The utter confidence of the children" (in the Government official) "is a curious and very touching thing to see. Young lads and children have keen ears and close memories. Their looks and manners are the surest indication of what kind of pictures their parents paint in their home talk. The pictures must be in warm and glowing colours."

A most trustworthy native officer says that in his district the feeling of the people finds expression in the saying that the *Sarkár* has saved them from ruin like that of a *Bharat*. A *Bharat* is that war of universal desolation which is familiarized to the Hindu mind by the great Hindu epic.

It has already been noticed that the ballads of the *Hoh* festival, last March, sang, in rude verse, the story of the bountiful charity that was being then dispensed. The songs of the people disclose their thoughts.

The Lieutenant-Governor believes that the relief operations now closed have inspired a feeling of gratitude and confidence; and his hope is that this feeling will grow and endure when the vicissitudes of the struggle are over and the return of prosperity allows the people to fully realize the nature and extent of the efforts made in their behalf during the time of the trial. Of all the measures by which relief was conveyed to those who needed it, the one which most profoundly impressed the people was the system of gratuitous outdoor relief. Outdoor relief at the homes of the people did not merely preserve life and mitigate those material hardships which are inseparable from other forms of relief. It also respected those customs, feelings, and prejudices—half estimable, half pitiful—which are often dearer than life itself to those whom Government undertook to protect. The people were struck both by the benevolence of the motives which inspired this kind of relief, the generosity with which it sought no return, and the immense and elaborate organization created to administer it. They found in it a type and a proof both of the power and resources of the Government and of its humane care for even the feeblest of its subjects.

The very magnitude of the relief operations would make them impressive.

A two-fold duty alone remains for the Lieutenant-Governor to discharge. One is to express the grateful acknowledgments of this Government to the Governor-General in

Council for the constant encouragement, consideration, and support which he has accorded to it in the fulfilment of its task. The second duty is to place on record this Government's appreciation of the services which have secured the success of relief measures during this memorable year. It is difficult for the Lieutenant-Governor and Chief Commissioner to express his sense of the greatness of these services; but he has endeavoured in a separate proceeding to set forth the names and services of those officers of Government and private gentlemen to whom he is most beholden for sustained and effective work. When almost every officer of Government, each in his own grade and sphere, has rendered good service, it is not an easy task, nor one free from suspicion of invidiousness, to single out individuals for special mention. But the excessive severity of the distress in particular districts threw upon the officers posted there an enhanced degree of responsibility and an increased burden of hard work which did not fall to the share of their colleagues in other districts. The officers, thus tried by circumstances of the greatest difficulty and danger, have exhibited a zeal, self-sacrifice, and resourcefulness in meeting difficulties, which have been worthy of the best traditions of their services; and the Lieutenant-Governor tenders to them his special thanks. The most prominent are—

Of the Civil Service of India—

- Mr. A. W. Cruickshank, Commissioner, Allahabad Division.
- „ H. C. Ferard, Collector of Banda.
- „ D. Calnan, Collector of Jalaun.

Of the Public Works Department—

- Mr. C. G. Palmer, Superintending Engineer, Allahabad Division.
- Colonel R. R. Pulford, C.I.E., R.E., Superintending Engineer in Oudh.

Of the Medical Department—

- Surgeon-Lieutenant-Colonel Thomson, Sanitary Commissioner

The Lieutenant-Governor desires also to mention in this place the name of Mr. C. W. Odling, the Chief Engineer and Secretary to Government, who during the two famines powerfully contributed to the success of the operations of the Department of Public Works which, under the orders of Government, he directed.

Among the many non-official workers in the great charitable field, the Lieutenant-Governor would take the liberty of specially mentioning the name of Miss Hewlett of the London Mission, whose self-sacrificing labours among the poor at Mirzapur attracted his particular attention.

The names of the native noblemen and gentlemen who have helped the Administration by active personal assistance or in other ways have been recorded with suitable

acknowledgments in a separate minute; but here the Lieutenant-Governor desires to acknowledge the great benevolence displayed during the year by His Highness the Maharaja of Benares.

ORDER.—Ordered that a copy of this Resolution be submitted to the Government of India, Revenue and Agricultural (Famine) Department.

Ordered also that a copy be published in the *Government Gazette*, North-Western Provinces and Oudh, for general information.

T. STOKER,
Secretary to Govt., N.-W. P. and Oudh.