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Judicial (1895) Department.

ORDINARY MS.

G.O., No. 54

DATED 11th Jan. 1895

INDEXED.

[Despatch Abstract.]

VITAL STATISTICS

Communicating to the Inspector-General of Registration
Proceedings, Revenue Department, transferring to the Local and Municipal
Department, with remark, Board's report on Mr. Mullaly's proposal for
improving the registration of -- .

A.

BACK PAPERS.

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

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
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CURRENT No. 6883

3RD DECEMBER 1894, No. 855, REVENUE.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following G.O., dated 30th January 1894, Mis. No. 390, Rev. :—

Read—the following G.O., dated 24th January 1894, Mis. No. 137 L., Local and Municipal :—

Read—the following letter from C. M. MULLALY, Esq., Acting Collector of Kurnool, to the Chief Secretary to Government, dated 9th December 1893, No. 1262-A-Eng. :—

With reference to paragraph 6, clause 4, of G.O., No. 1394 L., dated 23rd June 1893, I have the honour to state that defective registration of vital statistics is due to insufficient scrutiny and supervision and want of penalties attached to the failure to report a domestic occurrence.

2. Divisional officers and Tahsildars have at present far too much to do to ensure accuracy in the returns. To insist on personal attention would only result in neglect of far more important duties. I therefore suggest that the duty of supervising the registration of vital and other statistics be transferred to sub-registrars. They are, as a body, intelligent, well-educated men with plenty of time at their disposal and frequently discontented for want of occupation and prospects. As at present employed, this department appears to me a great waste of strength and capable of rendering much more efficient service to the State. I would utilize them in registering many of the statistics now submitted from the taluks, such as births and deaths, meteorological, prices, weights and measures and many of the returns required by the Land Records and Settlement Department.

3. In order, however, to carry out this scheme it would be necessary to subordinate the whole registration staff of the district to the Collector, the Registrar of the district being converted into a Deputy Collector for registration and statistics, the Collector being the District Registrar as in Bombay, and the Inspector-General of Registration an advising and inspecting officer as the Conservator of Forests or Deputy Inspector-General of Police. Such an arrangement would, I feel sure, bring much additional strength to the district staff and would be a means of affording the much-needed relief to the taluk officers. It would, I am convinced, be welcomed by most sub-registrars, for it would bring them at once within the ordinary revenue line of promotion.

4. The second means of securing accuracy in vital statistics is by making it penal to omit to give notice of births or deaths as in the case of municipal towns. The first omission in any household to be followed by a warning, the second by a slight fine, and the subsequent ones by more severe punishment. Some may say it is premature to introduce this in rural tracts, but if accurate statistics are required it is the only means of obtaining them.

5. Another point for consideration is whether it would not be advisable to register the name, parentage and date of birth and make an extract of the registration office

6. In the Courts, questions regarding age, identity, parentage, &c., frequently arise and are very difficult of solution because there is not a regular system of registration; the present system is neither correct nor is it sufficient. Both accuracy and personal identification should be secured. The registration of a horoscope should be as much insisted on as the registration of other deeds, and in all cases of births, the name, date and parentage should be registered; death could be registered by scoring out the entry with date, or in the case of people dying away from their birth-place by a fresh entry. Mere information of the number of births and deaths is one of the least important benefits of a regular system of registration of vital statistics.

ENCLOSURE.

Particulars of calendar year according to the era of the glorious Salivahana 1815. Year called Vijaya out of the solar and lunar years mentioned in calculation. The 20th day of the month of Ani corresponding to the 2nd of July 1893. The 3rd day of Adhikashadha black fortnight Monday 20-31. Sravanam 16-36. Vi 24-58. Bha 20-31. Di 27-0. Day 32-18. On this auspicious day at 23 Ghadiyas and 55 Vigha— in the Hora of moon—in the Drekkana of Karkataka moon—in moon's ninth part—in Mars' 12th part—in Venus' 30th part—in such an auspicious lagna—a son was born to M.R.Ry. Kuppasawmi Mudaliar of Vishnugotra, who is ever wealthy and virtuous and who is the object of God's favours, by his virtuous and fortunate wife, as moon in the ocean of milk. Abhidhana—in Dhanishtha Nakshatra—in the first charana—in Makararasi—in Rakhasagana—in Simhayoni—in the fifth Jatakamsa—in the Dasa of Mars according to Nakshatra horoscope. May this son be long lived by the glorious blessings of Gods and Brahmans.

	Node (Rahu).	Jupiter.	Sun.
	Rasi Chakram.		Mars Mercury Venus.
Moon.			
	Lagna.	Node (Ketu)	Saturn.

Sun.	Node (Rahu).		Saturn.
	Navamsa Chakram.		
Jupiter.			
		Mercury Node (Ketu).	Mars.

READ—again the following G.O., dated 8th September 1894, Mis. No. 3532, Rev.:—

Read—endorsement of the Judicial Department, dated 10th August 1894, No. 1600, transferring to the Revenue Department the following letter from the Hon. S. SRINIVASA RAGHAVAIYANGAR, C.I.E., Dewan Bahadur, Inspector-General of Registration, to the Chief Secretary to Government, dated Kangayam, 25th July 1894, T. No. 3533:—

Adverting to endorsement, dated 14th April 1894, No. 735, Judicial, referring for my remarks the Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 2nd idem, Mis. No. 2059 (herewith returned), relative to a proposal made by the Collector of Kurnool to entrust to officers of the Registration Department, the duty of supervising the registration of vital and other statistics now compiled in the Revenue Department, I have the honour to report as follows.

2. Mr. Mullaly suggests that the services of Sub-Registrars who are, as a body, intelligent and well educated men with plenty of spare time at their disposal, might be utilized in registering many of the statistics now submitted by the taluk establishments, such as those relating to births and deaths, rainfall, prices, weights and measures, &c., called for from time to time by the Board in the Department of Settlement, Land Records and Agriculture. To carry out this plan he considers that Collectors should be made *ex-officio* District Registrars as in the Bombay Presidency, the present District Registrars being converted into Deputy Collectors for the registration of statistics as well as documents, and the Inspector-General an inspecting and advising officer like the Conservator of Forests. The proposed arrangement, in Mr. Mullaly's opinion, is calculated to afford the relief much needed by the taluk establishments, while it is likely to be welcomed by the Sub-Registrars as it would bring them within the revenue line of promotion.

3. I have carefully considered the suggestions and am of opinion that, for the following reasons, their adoption would not materially benefit revenue work, while it is likely to impair the efficiency of the registration work.

4. As regards the registration arrangements, the principle repeatedly laid down by the Government of India is, that having regard to the stringency of the law requiring the compulsory registration of documents and the great hardship likely to be caused to persons who are under

urgent necessity to enter into transactions connected with landed property, if the registration of documents evidencing such transactions could not be effected without much trouble, delay and expense, registration work should, wherever possible, be entrusted to a special class of officers, whose duty it should be to attend at once to persons bringing documents for registration and who would not regard this work as one to be performed during intervals of more important business. So far as this Presidency is concerned, this principle has been steadily kept in view almost from the commencement, registration offices having been opened wherever there was a likelihood of their paying their expenses and revenue agency, which had at first to be entrusted with this work, having been superseded by special agency which can give undivided attention to it. I have recently in my report printed in G.O., dated 22nd November 1893, No. 2431, Judicial, explained at length to what extent the arrangements made, combined with constant supervision of the work done by the officers, has promoted public convenience and led to expansion of registration operations, while being at the same time financially successful.

5. Mr. Mullaly's proposals practically amount to saying that Registration officers should be regarded as forming part and parcel of the Revenue Department and liable to do such work as may be assigned to them by the Collector. This arrangement will, I fear, have the effect of making Registration officers regard registration work as being of secondary importance and of inducing them to bestow the greater part of their attention to revenue work, the efficient performance of which is likely to ensure to them prospects of official advancement. Moreover, as the Board points out, to secure accuracy in the registration of vital statistics, which is the principal object in view in

proposing the arrangement, enquiries will have to be made in the outlying villages as to whether all the occurrences were duly reported by the village officers; and Sub-Registrars not being itinerant officers are not in a position to render Revenue officers any effectual assistance in work of this kind. As regards mere examination and compilation of statistics in the office, apart from its collection in villages, the work will, as at present, have to be done by the clerks in taluk offices, the Registration clerks having quite enough of their own work to do; and there is no particular advantage in entrusting the supervision of this work to Sub-Registrars. It is also not the case except in districts like Kurnool, where registrations are in a backward state, that Sub-Registrars

have spare time at their disposal. As G.O., dated 27th February 1894, No. 855, pointed out in my letter, dated 28th January 1894, T. No. 241, the work of registering officers in most districts has greatly increased, as greater attention and personal responsibility are being enforced now as regards the proper examination of documents presented for registration, the proper identification of parties appearing as executants to prevent fraud and false personation, the correct and speedy transcription of documents in the registers and the preparation of indexes to documents containing

sufficient description of properties dealt with therein to facilitate searches in the registers. Recently also the Government

has directed that in surveyed districts a special reference index should be maintained showing for each survey number the documents relating thereto registered from time to time. Moreover, orders have

G.O., dated 15th September 1893, No. 1878, also been issued for recording the necessary statistics for ascertaining the changes in

the economic condition of the agricultural population, and this has thrown on registering officers a considerable amount of additional work. In many offices in the Tamil districts, the work of Sub-Registrars, if done with the care and attention that is now insisted on to secure accuracy and to prevent all chance of fraud, is quite heavy enough, and in some cases in which it was found that the work could not be got through expeditiously so as not to cause delay and expense to persons bringing documents for registration, together with their witnesses, relief has been afforded by the opening of additional offices. In the Tamil districts, therefore, where the work of Revenue officers is very heavy, the registering officers are not in a position to afford them relief, and in the Ceded districts and Kurnool, where registration work is comparatively light, revenue and magisterial work is likewise light to a great extent and hardly any relief seems needed.

6. This being so, I do not think that any advantage is likely to accrue by adopting the Bombay system of making Collectors *ex-officio* District Registrars, the present District Registrars being converted into their assistants. Under the Registration Act, the entire control and supervision of registering officers in each district and the duty of hearing appeals against orders passed by them under sections 72, 73 and 74 are entrusted to District Registrars, and it does not appear desirable that Collectors, who are already overworked, should be burdened with these duties. If it is intended that the present District Registrars should perform these duties for the Collectors, it is, I think, far preferable that they should be directly responsible for the work they perform and not be allowed to shield themselves behind the Collector, whom it would be waste of power to require to acquaint himself with the minute technical details connected with the department and who could not effectually supervise the work of subordinate officers without a knowledge of such details. The Inspector-General has, under the Registration Act, the control of District Registrars, and if Collectors are appointed *ex-officio* District Registrars, his position and pay will have to be considerably improved. In the Bombay Presidency, where the registration work is not half as much as in this Presidency, the Inspector-General has charge of "Stamps" and "Jails" and is paid a salary of Rs. 2,000 per mensem. If the duties of the Inspector-General be entrusted to the Board of Revenue, the present Inspector-General being made an advising officer, the work of the Board, which I believe is already heavy, will be considerably increased without any increase in efficiency, and the additional link in the administrative chain created must necessarily lead to delays in the despatch of work. It would, of course, be different if registration of documents relating

to landed property and registration of ownership of landed properties for revenue purposes be constituted component parts of a complete system of registration and this work as well as the work in connection with the control of stamp revenue could be entrusted to a distinct branch of the Board of Revenue presided over by a separate officer in like manner with the Department of Salt and Abkari, more especially as work in connection with non-judicial stamps is intimately connected with the work of registration, and it is now the duty of registering officers to examine the stamp duty paid on documents presented for registration and of instructing persons, who apply to them for advice, as to the duty payable on documents which they wish to draw up. It would, however, be useless to discuss the advantages of this plan, as the proposal, among other possible objections, will involve some increase of expenditure which is not likely to be sanctioned in the present financial crisis.

7. I beg also further to point out that wherever it is found that Registration officers can do extra duties for other departments without detriment to their proper work, no objection is now raised to their being entrusted with such duties. The conditions insisted on in such cases have been laid down in the orders of Government

G.O., dated 17th November 1885, Mis. No. 3126, Judicial.

G.O., dated 11th February 1887, No. 312, Judicial.

G.O., dated 15th March 1888, No. 653, Judicial.

noted in the margin. Thus several registering officers have been allowed to be in charge of Deputy Tahsildars' treasuries, whenever Deputy Tahsildars are absent from their stations on circuit. Some are Chairmen of Municipalities or of Local Fund Union Panchayats, Members of

Taluk Boards and Special Magistrates. If village courts are constituted under the Village Courts Act, in many places they can be appointed as Chairmen of such courts, and select officers may also be entrusted with powers to decide Small Cause suits for amounts not exceeding Rs. 50, provided that arrangements are made for holding such courts at other than the office hours prescribed for registration work. The present system can of course be developed on these lines, but I should strongly deprecate the introduction in the present arrangements, which have worked so successfully, of changes which would tend to weaken the feeling of responsibility among registering officers to perform their primary duty of registering documents carefully and expeditiously so as not to cause delay, annoyance and expense to the public.

8. Referring to Mr. Mullaly's proposal in paragraph 5 of his letter regarding compulsory registration of the name, the dates of birth and parentage of persons, I have the honour to point out that District Registrars are also Registrars of Births and Deaths under Act VI of 1886 for the registration of births and deaths among Christians and persons of nationalities other than Hindu, Muhammadan or Buddhist, and Government has power to extend the provisions of the Act to the latter classes also. Registration under the Act is, however, purely voluntary and the number of cases registered at present is very small. The time has not, in my opinion, arrived for introducing a compulsory system of registration of births and deaths among the illiterate population in the rural tracts.

Order—dated 8th September 1894, Mis. No. 3532, Revenue.

Forwarded to the Board of Revenue (Revenue Settlement, Land Records and Agriculture), with reference to its Proceedings, dated 2nd April 1894, Mis. No. 2059.

(True Extract.)

(Signed) E. GIBSON,
Ag. Secretary to Government.

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

Read—again G.O., dated 12th November 1894, Routine No. 2230, Revenue.

ABSTRACT.—Requesting the Board of Revenue (Revenue Settlement) to state when reply may be expected to G.O., dated 30th January 1894, Mis. No. 390, regarding the improvement of registration of vital statistics.

Read—also the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 23rd November 1894, Mis. No. 7128:—

Read—G.O., dated 12th November 1894, Routine No. 2230, Revenue.

Resolution—dated 23rd November 1894, Mis. No. 7128.

With G.O., dated 30th January 1894, No. 390, the Government referred, for the remarks of the Board, a letter from the Collector of Kurnool suggesting that the supervision of the registration of vital and other statistics should be entrusted to Sub-Registrars, and that the whole Registration staff of each district should be subordinate to the Collector.

2. At the Board's suggestion the Inspector-General of Registration reported on these proposals and his report, which was communicated to the Board with G.O., dated 8th September 1894, No. 3522, showed so conclusively that the Collector's first proposal was practically impossible and the second inadvisable that the Board did not consider it necessary to express any further opinions thereon.

3. The Board, however, now begs to report its concurrence with the Inspector-General of Registration.

(True Extract.)

(Signed) P. RAJARATNA MUDALIAR,
Secretary.

To the Secretary to Government, Revenue Department,
with copy of Board's Proceedings,
dated 20th September 1894, No. 391.

ORDER—dated 3rd December 1894, No. 855, Revenue.

Miscellaneous.

Transferred to the Local and Municipal Department, with reference to G.O., dated 24th January 1894, Mis. No. 137 L.,

with an expression of concurrence in the opinion of the Board of Revenue and the Inspector-General of Registration that Mr. Mullaly's proposals are impracticable and unadvisable.

(True Extract.)

E. Gibson
Secretary to Government.

To the Local and Municipal Department.
" the Board of Revenue (Revenue Settlement, Land Records and Agriculture).
" the Judicial Department.

Exd. C. M. Brisson.

60 Copies.

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G.O., 3rd December 1894, No. 855.

DECEMBER.

Vital Statistics.

Board's report on Mr. Mullaly's proposals for improving the registration of the —, transferred to the Local and Municipal Department, with remark.

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