

No. 57. Read the following letter from Colonel C. A. DENSION, President of the Municipal Commission for the Town of Madras, to the Chief Secretary to Government, Fort Saint George; dated Madras, 17th August 1869, S. No. 112.

Referring to the Proceedings of Government noted in the margin, I have the honour to forward, herewith, for the information of Government, copy of a Memorandum furnished by the Census Committee of the Municipal Commissioners for the Town of Madras, regarding the measures proposed to be adopted for the taking of a census of this town, and to solicit the early orders of Government thereon with especial reference to paragraphs 33 and 34 of the Memorandum.

Dated 21st May 1869, No. 685, Public Department.

MADRAS CENSUS.

Memorandum upon the measures proposed to be adopted for carrying out the Census of Madras City, as ordered by the Municipal Commissioners, March 20th, 1869.

The Committee have carefully considered the reports and papers that accompanied the Government Order upon the Madras census, and such other information as they have been able to gather. They have also consulted various Hindoo gentlemen whose experience and special knowledge of their countrymen made their opinions valuable. They have also referred to the Assessment Registers and such maps of the city as were within their reach. The proposals that follow have been recommended, therefore, after full inquiry, and the Committee trust they will meet with the approval of Government and the Municipal Commissioners.

2. The work of the census may be divided into four great heads—preparatory measures, actual enumeration, testing of returns, and exhibition of results. The Committee will refer to them in the order named.

3. PREPARATORY MEASURES.—These may be considered under two heads—preparation of people, and preparation of means. Under the first head comes the very necessary action to disabuse the public of the idea that the census is merely the inauguration of a new system of taxation. In Bombay the efforts made to this end were tolerably successful, but in Calcutta more difficulty was experienced. Bearing both cases in mind, the Committee propose—

1st.—To request His Excellency the Governor to convene a meeting of the leaders of Madras Native Society, and assure them, on the part of Government, that no idea of making the census subservient to taxing purposes is entertained. If sufficient public spirit be exhibited on the part of those qualified to lead their countrymen, similar meetings would be held in the various public buildings.

2nd.—The Committee will appeal to the heads of all educational institutions in the city to instruct their pupils in the reasons for taking a census, and to show them how necessary a step it is at the present time. A circular containing the necessary information will accompany the appeal.

3rd.—A plain statement of the object to be served by the present census will be drawn up in English and inserted in the English journals, and free translations or adaptations into Tamil, Telugu, and Hindustani will be drawn up and inserted in all the vernacular papers, as well as placarded in the streets of the town.

4th.—The editors of all the papers, both English and Vernacular, will be requested to forward the census operations, by urging due attention and accuracy in answering the questions of the enumerators. If it should be found that a small expenditure would increase the efficiency of this advocacy on the part of the native journals, the Committee will be prepared to incur it.

5th.—Competent native gentlemen will be requested to prepare short pamphlets on the subject, and these will be largely distributed.

6th.—The lower classes will be instructed and forewarned by beat of tom-tom in every street. In all these points the Committee calculate upon receiving most valuable assistance from the Commissioners of the various districts.

4. The preparation of means is equally important. The Committee have obtained complete maps of Black Town upon a scale most suitable to their operations, and it is hoped that maps of the suburbs may also be obtained. By means of these the city will be divided into sections of convenient size and boundaries. In Black Town, which is the key of the whole enumeration, the many streets running from the esplanade to the north wall of the town afford very suitable divisions, and each suburb will be carefully divided in a similar manner. By reference to the Assessment Books, which, though very bald in other matters, are believed to be fairly correct in showing the number of houses in each street, a complete list of streets with the number of dwellings in each will be drawn up for each section and district. In the same way abstracts will be drawn up of the License Tax Registers, as well as those of the offensive trades and the carriage and animal taxes. All of these will be of use in laying out the work for the enumerators and checking their returns when brought in. While this is being done sample sheets of the various forms that will be required in the enumeration, as well as of the books that will contain the results, will be drawn up. As the amount for printing required must necessarily be very large, and the mechanical work will be greatly facilitated by correctly drawn books and forms, the Committee desire to put them in hand as early as possible. As the time at the disposal of the Committee is limited, and the forms of the various returns is, to a large extent, a matter of office routine, they propose to commence the printing at once, in anticipation of the Government sanction. By care and attention it will be possible to insure that the books and forms shall be ready in time. Should the Government require alterations they can be inserted in the proofs.

5. Before, however, any conclusion is come to on the question of books and returns, it is necessary to fix the form which the enumeration shall take. Very anxious consideration has been given to this point. No form that has yet been employed seems suitable in all respects. Nor is it possible to draw one which shall at once meet the circumstances of a large town and of a rustic population. The Statistical Committee point out very justly that more should be expected from a city like those at the head of each Presidency than from a backward agricultural district; and it is plain that, where so expensive and complicated a machinery as that required for a town census has been set on foot, it should be made as valuable as possible. The Statistical Committee approve of the form submitted by Mr. Plowden for the next census of the North-Western Provinces. It should also be noted that this form was the result of experience and inquiry such as no other man in India has possessed. The Committee feel satisfied that it is the best yet devised for a *mixed* population. They, therefore, recommend its adoption, with such additions as may fairly be expected where the census is confined to one city. The additions proposed are chiefly those employed in the Bombay census to exhibit the character of the house-accommodation of the population. The Statistical Committee recommend that attention should be given to this point, but stop short at the material of which the house is built: such information may be gathered by mere inspection, and gives but little trouble. It is, therefore, recommended that the return should contain particulars of the people proposed by Mr. Plowden, and the particulars of dwellings employed at Bombay in 1864. There is, however, one point in which the form proposed by Mr. Plowden and the Statistical Committee appears to require too much. It is the column that asks for information concerning the ability to read and write. The Statistical Committee point out that, if too much be required, "it is evident that the real accuracy of a census may in some places be in inverse ratio to the amount of details which it professes to give." It is clear that no information is better than that which is inaccurate. If the question should invite inaccuracy, the case is still worse. With regard to the item named, it appears to the Committee certain that it is utterly impossible to expect correct returns unless the enumerator should actually test each person. It is notorious that a lad who can but pronounce half-a-dozen English words will aver that he knows English. The case is the same with regard to the vernaculars. The information desired is very valuable, but inaccuracy would lead to very false conclusions. There is, however,

a much more satisfactory mode of obtaining accurate returns. The educational tone of a country is in the proportion of the number of persons of student-age who are in attendance at school. This can be easily ascertained with great accuracy; and it is in this way that the Committee propose to gather the necessary statistics with regard to education. They submit this with the more confidence, since every additional item in the enumerator's return must necessitate a proportional increase in the expense and labour of the census.

6. The form recommended will take the following shape, and will secure more information than has yet been attempted. On the other hand, there is no item which should call for any opposition on the part of the people beyond that which must be met by every new thing. The Committee only observe further that every separate item, except that regarding marriage, has actually been employed in some previous census.

BACK OF RETURN.

Division of the City.

Section.

Street.

No. of house, A.—Municipal No.

B.—Indicator's No. (This item will be explained subsequently.)

Principal house in enclosure, whether tiled.

Do. do. do. thatched.

Do. do. No. of floors.

Do. do. No. of families.

Inhabited out-houses No. of families.

The item "tiled or thatched" is thought to be the best test in Madras of the quality of the house. The Statistical Committee, however, recommend the question "Masonry or other materials," and, should Government so wish, the alteration can be made. It is a question of uniformity, *versus* local accuracy. The Committee think the latter most important. The front of the return will be

FRONT OF FORM.

MALES.						FEMALES.							
Name of person.	Caste or Race.	Religion.	Occupation.	Age.	Married or single.	Deformed.	Designation.	Caste or Race.	Religion.	Occupation.	Age.	Married or single.	Deformed.

in the form noted in the margin. The first column will be filled up in the following order:—Head of house, relations, servants, servants' relations, visitors, visitors' relations; relations will include sons, &c. The corresponding entries for females will be entered in the "designation" column. It is not desired to take the names of females. Great mistakes have crept into the censuses that have hitherto been taken, from the practice of entering all members of a family as of the occupation of its head. Even in the country this must be a fertile source of error; and it must always give an altogether erroneous idea of the number of persons actually engaged in any particular occupation, since it is allowed, where the entry has been so made, that the returns are five times the actual fact. It has, therefore, been thought highly advisable only to enter in the Madras census as engaged in business or labour those who really perform the work. This plan gives the further advantage of enabling us to judge of the proportion of women who are employed in reproduction labour. Most women and children will, therefore, be omitted from the "occupation" column. The column headed "deformed" will include those who are insane, blind, deaf, and dumb, and lepers. The question will not be put concerning each individual, but, after the return is otherwise completed, the enumerator will ask if there be any afflicted in either of the four modes to be noted. If a negative answer be received he will pass on. If otherwise he will insert against the person reported the figure 1, 2, 3, 4, as the case and

class may be. In this manner the inquiry will be robbed of all offence. The enumerators will only record those who slept in the house on the night previous.

7. Other preparatory work will be the hiring and furnishing of suitable offices, the entertainment of the staff and their suitable training. It will, however, be better to describe these when dealing with the expense of the census.

8. ENUMERATION.—Before entering into the details of this most important subject, it will be well to point out the general principle which will underlie the whole of the remaining operations of the census. In this it will differ from every other Indian census. It is that the enumeration, the testing, the recording, and the tabulating, shall go on at once, *pari passu*; subsidiary to this principle will be another that the establishment employed shall in each part check and test every other, and, as a whole, shall not be so large as to be beyond complete and immediate control. The necessity of such a principle has been impressed upon the Committee from the perusal of every report they have obtained.

9. The first is based upon several reasons: (a).—The supervision of the census is confided to Commissioners who have all-important business to attend to, from which they cannot be taken for any length of time. It is, therefore, necessary that the whole work should be compressed into the shortest possible time, that is, the period of enumeration. (b).—In a town population, where individuals are not personally known to the enumerators, and constant changes are taking place, it is impossible to carry out an efficient testing except at the very time of counting. (c).—If the enumerators finish their work before it is tested, every error will run through the whole of their work and revision becomes re-doing. But this check cannot be given unless the returns are immediately inspected and recorded, so that the error discovered to-day may be avoided to-morrow, and to the end. (d).—Some portion of the census results is imperatively required for Municipal purposes, and the tabulation must be put in hand as early as possible. (e).—Many of the tests the Committee propose to apply can only be made of use upon the totals exhibiting by each section or district. (f).—Lastly, the Committee are sure that if each department be kept up to date, they will check each other, and a greater degree of accuracy may be obtained than is otherwise possible.

10. The facts of every Indian census corroborate these arguments. The Calcutta census is confessedly defective, while that of Bombay is also very imperfect. This is mainly the result of the system employed. After the returns were made it took months to enter them, and it was not till the work was advanced that the results could be tested. But then circumstances had changed, occupations and residence were frequently altered. The census of the North-Western Provinces, which was taken with the utmost possible care, affords numerous examples of the failure of the system employed, *when applied to large towns*. To take a few instances out of many.—On page 89 are several remarks upon the inaccuracy of the town returns. They are said on the whole to be “surprising.” Those for one of the largest towns are “palpably incorrect.” For another they are an “absurdity.” In Appendix D, page 1, it is said that, in the chief town of the district, there had been “much carelessness.” Owing to the want of simultaneous testing “the whole of the returns” were “revised and corrected.” On page 4 we find, “I have no doubt that the returns are more correct in the villages than in the towns.” On the same page we learn that in one place an unexpected decrease was reported. The *whole* of the returns were, therefore, “re-tested,” with the result of the disappearance of the decrease. In Bombay, the census gave 185 men to 100 women, while the mortality proportions were only 125 to 100. So also among the Mussulmans, they were reported as only 18 per cent. of the population, but by the mortality returns they were 25 per cent.; these anomalies are appointed out by the gentleman who managed the census, who further admits that he has no doubt that many escaped enumeration altogether. Such results must be looked for under any system that postpones complete and methodical testing.

11. The second principle arises out of the first, and is imperatively necessary to secure any tolerable amount of accuracy. The staff must be so limited as to be in every part under strict supervision and active control. The following extracts from the Report of the Bombay census will show more graphically than any arguments the Committee could urge, the great need of a limited

number of trained Assistants:—“The number of enumerators that had been in pay, one, two, or three weeks, for the preliminary inquiries and for distributing schedules was 627, and for the enumeration, on the night of the 1st, and morning of the 2nd February, 117 Clerks were lent from the Government Offices. The number being found still too little, 107 additional writers were taken into pay for that night, and, on the evening of the 1st, there being yet a deficiency, seventy more were obtained on urgent requisition from the Education Society’s Press.” “Owing to so many of the enumerators being lent or engaged for one day only instead of all having to perform, each in his own district, the distribution, the collecting, and the scrutiny of the householders’ lists, great trouble and delay was experienced in gathering in the schedules and correcting them.” The Calcutta Census Report does not state the extent of the staff employed. Taking, however, an average of one enumerator to 700 persons, there must have been at least 500 enumerators employed. Probably the number was much higher, since 1200 copies of the rules for their guidance were printed. Now it is obvious that so delicate a task as that of putting the questions of the census could not possibly have been accurately performed by men taken promiscuously and without training. It is equally certain that no effective supervision could be exercised over so large a number of persons. But, what is still more important, the fact that the work was over in a single night was a positive premium upon carelessness and cheating. Every man knew that he could not be brought to account. The Committee have given the most careful attention to this point, and have come to the conclusion that the enumeration must not go faster than the recording, and that an office of more than fifty writers cannot be efficiently controlled by the means at their command. Nor could a building suited for a larger number be obtained. Starting from this basis an easy calculation shows that they cannot employ more than thirty enumerators, a staff that admits of full control. To give time for proper inquiry, the Committee will not expect each man to do more than an average of twenty-four houses each day.

12. It now remains to describe the proposals of the Committee with regard to the time to be occupied in taking the census. They cannot better introduce this subject than by quoting the following extract from the Report of the North-Western Province, page 2:—“Before attempting to describe the mode in which the census was taken, it is necessary to draw attention to a circumstance which renders it impossible to adopt, in this province, the procedure followed in European countries. Taking the English enumeration of 1861 as a type of an European census, it will be observed that the fixed population was, for the most part, enumerated by its own agency, and that the enumerators had merely to collect the householders’ schedules filled up by the occupiers of houses. In India such a course would be impossible. The educated portion of the people is so small, and individuals are so apathetic, that very little information could be collected if such a system were adopted in the census of a large population like that of these provinces. Great difficulties have been experienced even with the small census of the Island of Bombay taken in 1864, where it is said “there is much ground for believing that many persons escaped being enumerated, and that the recorded number is much below the actual amount of the population.” At the census of 1865, except in the cases of European residents and of a few enlightened natives who applied for returns, householders’ schedules were not made use of. Even in the few instances where these schedules were filled up by occupiers of houses, the returns thus compiled were those in which most omissions were found and most corrections were necessary. It may be accepted as a fact that, at present, in extended census operations in this country no reliance can be placed on returns filled up by house occupiers. The Committee have gathered a mass of information altogether corroborating the concluding sentence of this extract, and they fully concur with Mr. Plowden’s conclusion.

13. This fact is the key of the whole question of census operations. Censuses in England have been made in one day because of the active cooperation of the people themselves. Remove that agency and a nocturnal census worth having becomes impossible. But India has no such agency, and is thereby cut off from the English system. On the other hand a census has been so uniformly the work of a few hours in England, that it has become conventional to suppose that

all censuses must be thus limited in time. The Committee are strongly of opinion that this conclusion is of no force when so important a premise is lost, and think that the circumstances of the country should determine the mode of the census. So strongly have these considerations weighed upon those to whom the management of the Indian enumerations has been confided that, although every census hitherto taken has *pretended* to be made in a single day, yet in no case has the time occupied been less than several weeks. The North-Western Provinces' census occupied from September 1854 to February 1865. The final counting, made upon the nominal day, was in reality the simplest possible revision, which added little or nothing to the accuracy of the work that had occupied the previous months. To show this it is only necessary to quote a paragraph from Mr. Hume's Report upon Etawah, where much more care was given to the census than in any other province. Referring to the 10th January 1865, the day fixed, Mr. Hume writes: "Though the Educational Department kindly put all the village schoolmasters at our disposal, and though every official available was made use of in some capacity or other, we experienced much difficulty in procuring the required number of enumerators; and several of the volunteers did their work so carelessly that, but for the system adopted, the census would have contained a large amount of error. As it was all the papers were ready, and had been fully filled in by putwarries, schoolmasters, &c., and *had been thoroughly tested by responsible officials before the date fixed*. All that the volunteer enumerators had to do was to go round from house to house and see that, at the hour fixed, the houses really contained the exact numbers entered in their lists; or, if not, make the necessary corrections. *Yet several of them gave in their papers unverified, some scratched them all over with hieroglyphics, some lost and most dirtied them. Luckily we placed no great dependence on them, and the next morning all the doubtful ones were looked up and retested or redrawn.*"

14. It is clear that in this case—the best be 'it remembered—the one-day census was not only a very small item of the census work, but had introduced a large element of error. In fact, the next paragraph states that *it took all the District Officers a fortnight to make the necessary corrections and restore the returns to their former accuracy*. In Calcutta things were still worse, as is shown by quotations from page 11 of the Report. "Although the distribution of the returns occupied no more than five days, it took more than half a month to collect them. Fifty writers were specially engaged for the purpose of checking the returns. Whenever returns were not forthcoming, the enumerators were called upon for an explanation, and they were ordered to call upon the parties and obtain the necessary information. On examination it was found that a very large number of the English returns were defective in the required details, and the enumerators had, in many instances, to call on the parties to rectify the omissions. With regard to returns in the vernaculars, it was in very many cases most difficult to decipher the writing; whilst in many returns the entries were so confused as to be of no use whatever. *Under these circumstances, the enumerators had to go on a second round to get the returns corrected*, and it was not until the 18th February that the preparation of the statistical tables could be commenced upon." It is plain from this that the census, omitting all preparatory work, occupied at least three weeks, and the returns were not correct of any date, since the forms which it took "half a month" to collect may have been filled up during any day of that period.

15. It would take too much time to quote further, else it would be shown that every other census has similarly occupied much more than one day. Nor is it necessary, for the acknowledged necessity of a preliminary census slowly conducted is but an admission of the fact that the English system of one-day enumeration is not suitable to this country. But the compromise effected—a preliminary census made after the mode found most suitable to India, and a subsequent census made as much as possible after the English fashion, appears to the Committee to be an unwise and unnecessary submission to an unreasonable conventionality. The English system, when possible, is the most correct because it renders it tolerably certain that each person will be registered once and once only, whereas where the enumeration takes up many days the same person having changed houses within that time may be enumerated more than once. On the other hand, persons may change from houses which have still to be enumerated to houses which have already

been enumerated and so escape counting altogether. The Committee are decidedly of opinion that these two errors will neutralize each other, and the average will be correct. As a matter of fact the first census has always been much more correct than the second. Again, referring to the North-Western Provinces, it has been seen what errors the final census introduced. But almost every officer reported strongly in favour of the accuracy of that taken with due care and time, and Mr. Plowden quotes with approbation the following statement from one report, giving it as a fair sample of the whole enumeration, (page 4,) after describing the plan followed, Mr. Forbes says, "I was engaged myself, aided by my assistants, during the whole cold season in testing the papers. Entering the villages we proved by actual comparison of the entries with facts before us their correctness. I say we proved their correctness, for in no single instance did we find a faulty return."

16. If this be the case what necessity is there for the single-day census? In Bombay the actual enumerators for that day cost Rupees 5000, and in Madras the expense would not be less than Rupees 4000. If the cost of recording be added, the outlay cannot be less than Rupees 7500, and this for a result which is certain to be less accurate than that which has already been made at an equal expense. The Committee, therefore, assume that if the first numbering be performed with every care and test that a comparatively long period and an adequate expenditure will enable them to apply, it will be more accurate than another which could not command those advantages, and must be made by a body of untrained and irresponsible men so large as practically to be beyond control. This being the case, they recommend that the census should be ostensibly, what it must be in any case in reality, a work of time, and that every possible test should be applied as it proceeds, so that every error in judgment may be stopped at once, and every error in fact rectified immediately. They are sanguine that the measures to be proposed in the following paragraphs will secure the desired accuracy.

17. If, however, Government should desire a second census, the Committee recommend that it should also occupy some considerable time. The same trained enumerators being employed, this census should of course require much less time than the former. They urge this because they are confident that in no case can a one-day census afford a return which will compensate for the amount that must be expended in carrying it out.

18. There are, however, some cases in which a single-day enumeration is necessary. The houseless poor, the crews of the ships in the roads, the Military and Police, children at school, and other such items must thus be counted. Every care will be given to provide for the accurate numbering of these classes.

19. With the staff described in a former paragraph, the whole of Madras could be accurately and fully registered in less than two months. Supposing that each enumerator could do twenty-four houses per diem, and it is not likely that a larger number could be well done, the whole of the houses in the city would require excluding Sundays, about seven weeks. As the whole of the work will be comprised within this period, except that which will fall to the Committee for the preparation of the report, the census will, it is believed, occupy a shorter period than any yet taken in India, while it is hoped that the report will be complete within six months from the commencement of the enumeration.

20. Should the Government Order be received in time, the Committee propose to commence not later than 1st November 1869; but to avoid the Christmas holidays it would be much better to begin a week earlier.

21. In Calcutta and Bombay the greater part of the forms were filled up by the householders. The various quotations previously made have, however, shown so clearly the impossibility of obtaining correct returns in this way, that there can be no doubt as to the wisdom of following the practice of the North-Western Provinces. To those who know how illigible vernacular writing usually is, and how great a labour translation must cause, there is no need to support this by argument, and the Committee do not propose to issue any returns to occupiers unless at their special request. The enumerators will, however, be instructed to furnish forms to

those English and Native gentlemen who ask for them, and can fill them up in English. But in such cases they will be directed at once to see whether the returns are properly filled up or not, and, where errors have been made, they must rectify them before delivering the return into the office. They will be held responsible for the regularity and completeness of the papers. No vernacular return will be received. To insure efficiency, no enumerator will be entertained unless he can speak Tamil and Telugu and write English well. Those employed in Triplicane will also be required to speak Hindustanee.

22. The last thing requiring notice before proceeding to the actual enumeration is the mode by which caste and occupations will be classified. The subject of caste is surrounded with difficulties. In the Central Provinces thirty-four castes were reckoned, while in the North-Western Provinces the number swelled to 574. In Bombay only six Hindoo castes were allowed, and these were rather religious than social. The Committee have put themselves into communication with many of the leading Hindoo gentlemen at Madras, and will endeavour to draw up a classification that may be really useful. The difficulty lies in the fact that the original great castes have been so subdivided by difference of locality and new occupations that it is now impossible to recover the stems which have run into so many branches. Even if this were done the great majority of the people would not know to which class they belonged, only recognising the subdivision in which they are placed. Occupations give less difficulty although they have varied from 306 in the North-Western Provinces to seventy-seven in Bombay, and twenty-three in the Central Provinces. Dr. Farr, the Registrar General in England, has devised a scheme which would divide all occupations into six great divisions and eighteen orders. This will probably be adopted as the standard in England with some modifications in the list of orders, which is at present indistinct and confused. The Committee propose to adopt the six divisions, and are now engaged in drawing up the subdivisions or orders which would correspond with the circumstances of Madras, and afford a clear and systematic arrangement under about the same number (eighteen) of heads. They have not yet decided whether the classification should be done in the office, or by the enumerators. Mr. Plowden and Mr. Stokes recommended the latter.

23. It has already been described how the Committee propose to divide the town into sections of manageable size, and they will now proceed to the method of actual enumeration. Five sections will always be under the process, and as each is completed another will be commenced. The first work will be performed by persons called "Indicators." Their business will be the laying out of the work for the enumerators, and the numbering of the houses. There will be five of these men, each having charge of one section, and having six enumerators to work with him. He will commence work one or two days before the enumerators, and will be required to number 144 houses, entering a short description of them in a book with which he will be furnished. The numbering will proceed only from one to twenty-four, the day's work of an enumerator. Each of the latter will have a number which will also be put upon the house. Thus the twenty-first house to be done by the fifteenth enumerator will receive the number $\frac{1}{4}$, the total of the lower numbers will give the number of houses in each section. With this indicating work properly done, the enumerator will meet with no difficulty in the prosecution of his work; will know just where to begin each day and where to leave off. The indicator will every morning show each enumerator the commencement of his work for that day, and then proceed to number 144 other houses. To insure the reckoning of every house a reward, to be deducted from the indicator's pay, will be given to each enumerator who may discover an unmarked and therefore an unregistered house. As each indicator's district will be marked by unmistakable boundaries, and the daily work required is by no means excessive, the Committee think that there need be no difficulty, with fair supervision, in securing the registering of every dwelling. As a further test, the Inspectors, to be afterwards described, will also be rewarded for every detection of an unmarked house.

24. With his work clearly marked out as above, the enumerator's task is very simple. He will visit each house, form and rules in hand, and bearing a certificate showing his appointment. He will first ask concerning the head of the house, and the male and female members of his family in the following order: head, wife, or wives, sons, son's family, daughters, relations. He will next

ask concerning the servants and their relations, and, lastly, concerning visitors. As each name is given among the males, he will ask for wives and relations. As for females he will wait till the age is mentioned, and then, unless otherwise informed, ask for the husband and children of those above thirteen years. In this way the whole household will be gone through methodically, and there will be no need for cross-examination or vexatious questions.

25. In case of suspicion of false or imperfect information, the enumerator will be directed to inquire of the neighbours in such a way as will cause no alarm. He will also carry a register in which to enter all schools, places of worship, and empty dwellings. Every return will be initialised by the enumerator making it. In no case will the name of a female be asked.

26. TESTING. —It has been seen that the Committee propose to test every day's work immediately: and they now proceed to show how the examination is to be carried out. First, with regard to the indicators, all the work is so arranged that it may be finished by two o'clock, and carriage will be provided at suitable centres to bring the indicators, enumerators, and Inspectors rapidly to head quarters. An hour will then be allowed for dinner, and all the indicators will be required to attend at the office not later than three o'clock. Their registers will then be handed to the Manager, who will compare them with the figures extracted from the Municipal Assessment Register. If both agree, the indicators will be passed, subject to the test of the examination by the enumerators and Inspectors described in a previous paragraph. If differences be found, they will be referred to the Assessment Maistries, so that they may be examined by independent parties, and the Municipal Registers receive the benefit of the corrections that may come to light. For this purpose Colonel Denison will be requested to place Mr. Bazely's services at our disposal out of office-hours; as it is that officer's duty to keep his books up to date, and the census inquiries will afford him material assistance. The indicator's work will, therefore, be tested in four different and independent modes. A fine will be inflicted for every error.

27. The enumerators will also be at the office by three o'clock bringing the returns of the day with them; each will then make a short abstract of his results, showing the number of houses, males and females, and children under twelve years. When this is finished, ten per cent. of his returns, taken at random, will be removed for testing, and the remainder, with the abstracts written on stout paper at top, will be fastened together and recorded. The ten per cent. taken out will then be given to Inspectors—superior officers of intelligence and higher pay—who will, during the next day, revise them by personal inquiry. If the errors discovered exceed a certain small proportion the whole of that day's work will be re-done out of office-hours by the enumerator and again tested by the Inspector. The mode of each error will be noted, and the enumerator will be specially instructed so that he may not repeat his mistake. The Inspectors will devote their whole time to the work of testing the returns of the indicators and enumerators. If the general body of Commissioners evince any interest in the census operations, a proportion of the returns of each district will be furnished to the Commissioners residing within it for testing purposes. The Committee will, as far as their duties permit, personally supervise the outdoor work of the census. The Inspectors will report by three o'clock of the following day. The enumeration made on Monday will, therefore, be thoroughly tested on Tuesday. On Wednesday the Monday returns thus corrected will be entered into the Census-books by the writers at the office; and the staff will be so proportioned that the whole shall be entered in one day; so that on Wednesday evening Monday's returns will have been tested and recorded. The books will be totalled each day, when the last test will be applied: comparison of the totals with standard tests previously prepared showing the proportions of age, sex, occupation, &c., that may be expected. These tests will be drawn up from the mortality returns, Municipal books, previous census, and a comparison of the results obtained in other parts of India.

28. The tests to be thus applied include all that have yet been employed in India, and others that experience has suggested. If with the tests then applied the North-Western Provinces' preliminary census was so successful as has been described, the Committee have every reason to hope for at least equal accuracy in Madras. A still further step in this direction may reasonably be expected from the fact that the Committee do not intend to employ a single untrained or unpaid

assistant, but rather, by the offer of suitable salary, to attract really competent and intelligent men.

29. RECORDING OF RESULTS.—It would be out of place to describe here the details of the books the Committee propose to employ for the suitable registering of the results of the census. They have given great attention to the subject, and will endeavour so to arrange the registers that they shall tabulate at the same time that they total the various returns. It would also be premature to pledge themselves to any particular form of report. The Committee will, therefore, refer now only to the scope of the subsidiary inquiries they feel bound to make so as to complete and add to the value of the mere census. The lamented death of Doctor Montgomery has deprived the Committee of a colleague who was peculiarly qualified by long experience to draw those lessons from the proportion the mortality of the city bears to its population which are, perhaps, the most important desiderata to be gained by a census, but the Sanitary Commissioner will supply all that is wanted in this respect. The influence and extent of Government employment upon the population will also require notice. The educational condition of Madras and the attendance of christians at places of public worship must not be passed over. Other questions will probably arise as the enumeration proceeds, and the Committee will not forget that the considerable organization that will be called into existence, and the consequent large expenditure from Imperial and Municipal funds, demand that every advantage should be taken of the opportunity to lay the basis of a sound and extended statistical knowledge concerning Madras and its people.

30. ESTABLISHMENT.—It is not yet possible to say with certainty what will be the strength of the establishment required to carry on the work described in the foregoing paragraphs; but the Committee believe that the following will be found sufficient. For outdoor work—

5 Indicators, at	RS.	
30 Enumerators, at... ..	30	per mensem.
3 Supervisors, at	50	„
	75	„
And for indoor work :—		
1 Manager, at	150	„
7 Superior Clerks	35	„
42 Ordinary do.	25	„
Moochies, Peons, &c.	84	„

It may be found advisable to add to the outdoor staff a Chief Inspector on, say, Rupees 150 per mensem; but this will depend upon the amount of time the Committee can devote to supervision, and of the assistance received from the Commissioners generally. This staff will not, however, represent the whole of the assistance the Committee will receive. The census of the houseless poor will be taken by means of the police; the crews of ships in port by the Superintendent of Marine, or Master Attendant; the population of Fort Saint George by the Brigade Major and the Officer in charge of the Garrison; the native soldiery and all those in the Regimental books by the Commanding Officers of the Regiment; the prison population by the Superintendents of the Jails, and other exceptional items by the responsible officers. Should the gentlemen who thus aid the Committee be put to expense in performing the work falling to them, the Committee will be prepared to pay the charges incurred, but it is obviously impossible to enter such additional service in the establishment list immediately under the control of the Committee.

31. EXPENDITURE.—The sum of Rupees 25,000 was entered in the budget without any consideration of the probable cost, because the expenditure in Bombay was said to have amounted to that sum. The Committee think there has been considerable misapprehension in thus fixing the amount. The cost in Calcutta was Rupees 26,480, but the population of Madras is almost certain to be at least one-fourth greater than that of Calcutta; while, further, the operations of the Madras census will be much more extended and accurate. The more excess of population would raise the cost of the Madras census, if made on the same scale as that of Calcutta, to Rupees 35,000, while the extra amount of work done in consequence both of the more extended tract throughout

which the enumeration will be prosecuted, and their greater accuracy, would justify an expenditure of at least Rupees 45,000. Similar remarks apply to the Bombay census except in the item of population. The work was done by the Commissioner of Police. He was aided, free of cost, by the European and Native Police, that is, by many hundreds of persons. The whole of the Water Police were also actively employed. The report also informs us that the tabulation was performed in the Office of the Commissioner of Police, while the printing of the report was performed in the Government Press at Government expense. This last item alone would add at least Rupees 5000 to the expenditure. The expense entered for Bombay is probably little more than half the actual charges incurred. But the census was unsatisfactory even at that cost, and it did not pretend to the extent and accuracy which must, in any case, result from the mode in which the Madras census is to be taken. It may, therefore, be assumed that on the standard set by the censuses of Bombay and Calcutta, the cost for that at Madras ought to be nearer Rupees 35,000, than Rupees 25,000. The Committee have endeavoured to make an accurate estimate of the probable charges, but beg it to be understood that analogy would show that they would be justified in putting a much higher figure, and it may well be that the whole cost will be much more than Rupees 25,500. If it do not exceed that sum it will have been taken much more economically than any other city census yet taken in India. The present estimate is as follows :—

5 Indicators, at Rupees 30.....	RS.	150	per mensem.
30 Enumerators, at „ 50.....	1,500	do.	
3 Supervisors, at „ 75.....	225	do.	
1 Chief do. at „ 150.....	150	do.	
Carriage-hire and horse-hire for Enumerators and Supervisors.	120	do.	
Total outdoor...	2,145		
RS.			
42 Writers, at Rupees 25.....	1,050	per mensem.	
7 Supervisors, at „ 35.....	245	do.	
1 Manager, at „ 150.....	150	do.	
Moochies, Peons, &c., at „ 84.....	84	do.	
Total indoor...	1,529		

It is probable that the former will be required for at least two-and-a-half months, to give time for initial training and the subsidiary inquiries. The mass of the writers will be required for the same period, but the Manager and superior clerks will be required for at least six months to work up the tables and prepare the report. The charges will, therefore, come to—

	RS.	A.	P.
Outdoor establishment, Rupees 2,145 × 2½ =	5,362	8	0
Indoor do. „ 1,529 × 2½ =	3,822	8	0
Printing Forms and Registers.....	7,000	0	0
Office for drawing Report, &c.....	1,382	8	0
Cost of printing Report and Tables.....	3,000	0	0
Furniture and Office requisites ...	2,000	0	0
Rent of Office... ..	600	0	0
Total estimated cost...	23,167	8	0

The expenditure on household forms alone in the North-Western Provinces was more than Rupees 6000, and Mr. Plowden reports that Rupees 9000 will be required on the next occasion, and more than Rupees 20,000 additional is required for the preparation of the books and tables. The

amount set down above Rupees 7000 may, therefore, be considered the minimum charge under this head.

32. That the cost thus estimated is the very lowest consistent with due attention to accuracy and completeness is made very clear by the fact that, taking the same population, the British census for 1861 cost about Rupees 30,000, although by far the greater part of the work was performed by the house occupiers.

33. In conclusion, the Committee assuming that the grant of a moiety of the expense will be allowed by the Government of India as recommended by the Madras Government, desire me to request that you will be good enough to ask the Governor in Council to sanction the immediate commencement of so much of the printing as must be put in hand at once if it is to be ready by the beginning of October. Also to point out that if the final order be received by the first week in September, the Committee will be able to commence operations by the last week in October. Otherwise, owing to the intervening of the Christmas holidays, the enumeration must be deferred till the second week in January 1870. Thirdly, to ask that the Governor in Council will be pleased to issue orders directing all Public Officers at the Presidency to furnish such information and make such returns as the Committee may find it necessary to ask. The Committee feel it their duty to instance as a proof of the expediency of such an order, the fact that the Calcutta census did not include the houseless poor, as the Commissioner of Police did not attend to the desire of the Census Committee that he should thus aid them. Fourthly, the Committee request sanction for such immediate outlay as may be necessary for the provision of the maps of sections and districts which will be required by the indicators and those who may supervise the census operations. Lastly, they respectfully ask that they may be permitted access to, and to take copies of, such records in the Government Offices and the Collector's Cutcherry as may be supposed to give information concerning the progress of the population, &c., of Madras.

34. It will be observed that the Committee have made no reference to the clauses of the Madras Act which refer to the census now to be taken. They have done this because; first, they have observed that these clauses are so drawn as to allow of the census being taken in any way that, after due consideration, may be thought best. In fact, Section 225 expressly states that the census shall be taken "in such manner as shall be directed by the Commissioners." It is true that some of the provisions seem to point to a one-day census; but there are others which expressly refer to a larger operation. Such phrases "day or days," "dates within which," and others like them, cannot be construed in any other manner than as legalizing an enumeration continuing over several days, and, if so, fifty days are as legal as six. The only provision that can cause any difficulty is that which orders that at houses where the filling up of the form is to be done by the occupiers, the form must be left four days previously. But this can only come into operation in those cases where the filling up is thus done, and the Committee will limit their number as much as possible, and where it cannot be avoided, they will conform to the requirements of the Act. Second, the Committee feel confident that the Governor in Council would prefer to be informed as to what the Committee consider the best mode of conducting the census, irrespective of conditions that were necessarily vague enough to cover the many contingencies that might be found to arise when the census came to be taken. Lastly, the Committee are unanimously and strongly of opinion that in any case there must be a deliberate, careful, and thoroughly tested enumeration, such as they have proposed, and that to add to this another single-day census which, at an additional expense, if not less than Rupees 7500, would probably add far more errors than it could possibly correct, would be so undesirable a thing that if the law do permit its omission, that permission should be taken advantage of. They are clear that the Act does expressly permit such an enumeration as they propose, although its primary application would be to one of much shorter duration.

(Signed) C. E. GOVER,
Hony. Secy., Census Committee.

11th August 1869.

To the President of the Municipal Commission, for the information of Government.

No. 58. ORDER THEREON, 10th September 1869, No. 1267.

The Government have perused with much interest the very able and carefully prepared Memorandum drawn up by the Committee appointed by the Municipal Commissioners of Madras to consider and report upon the best means of conducting the proposed census of the town population. The Government, though they differ from the Committee on some points, are satisfied that the State funds, if granted in aid of the operation, will be laid out to the best advantage, and have applied to the Supreme Government for sanction for the proposed State contribution of Rupees 12,500.

2. The preparatory measures proposed by the Committee for removing the objections of the natives to the measure are judicious; and the Government approve the form of enumerator's return proposed for adoption. They would, however, classify the houses as "tiled," "thatched," and "terraced;" the latter designation representing a well-marked and well-known local class of building. With reference to paragraph 4 of the Memorandum, the Government request that the forms of the "books which are to contain the results" may be submitted to the criticism of the Sanitary Commissioner, who will forward them with his remarks to Government if he considers them exceptionable in any way.

3. In paragraph 8, the Committee lay down two important principles, (i.) that the enumeration, the testing, and the tabulating shall go on *pari passu*; and (ii.) that the establishment employed shall in each part check and test every other, and as a whole shall not be so large as to be beyond complete and immediate control. These principles have the full concurrence of Government, and in their proposals, contained in paragraphs 23 to 29 (inclusive), for effecting and checking the enumeration, the Committee appear to have kept these principles fully in view.

4. The Government observe that the Committee, while providing in the enumeration form for recording the age of each person enumerated, offer no detailed remarks upon this subject, nor any suggestions for securing even approximate accuracy in the record. The Government request that the determinations at which the Committee may arrive on the subject of recording and classifying the castes and occupations may be communicated as early as possible. This is a matter upon which, it appears to the Government, the Sanitary Commissioner should record an opinion.

5. The Government notice with satisfaction that the Committee do not propose to avail themselves of the agency of the people in effecting the enumeration, except in rare cases where English or Native householders may apply for returns to be filled up in every case in English. But His Excellency the Governor in Council cannot agree with the Committee that a final enumeration to be taken on a single day is unnecessary and undesirable. The Committee remark in paragraph 15, that "the acknowledged necessity of a preliminary census slowly conducted is but an admission of the fact that the English system of a one-day enumeration is not suitable to this country." The Government do not assent to this, and remark that here as in some other passages of the Memorandum, the Committee attribute to the one-day system evils arising from attempts made in India to enumerate the people by their own agency. The Committee continue: "But the compromise effected, a preliminary census made after the mode found most suitable to India, and a subsequent census made as much as possible after the English fashion, appears to the Committee to be an unwise and unnecessary submission to an unreasonable conventionality."

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5. The Government notice with satisfaction that the Committee do not propose to avail themselves of the agency of the people in effecting the enumeration, except in rare cases where English or Native householders may apply for returns to be filled up in every case in English. But His Excellency the Governor in Council cannot agree with the Committee that a final enumeration to be taken on a single day is unnecessary and undesirable. The Committee remark in paragraph 15, that "the acknowledged necessity of a preliminary census slowly conducted is but an admission of the fact that the English system of a one-day enumeration is not suitable to this country." The Government do not assent to this, and remark that here as in some other passages of the Memorandum, the Committee attribute to the one-day system evils arising from attempts made in India to enumerate the people by their own agency. The Committee continue: "But the compromise effected, a preliminary census made after the mode found most suitable to India, and a subsequent census made as much as possible after the English fashion, appears to the Committee to be an unwise and unnecessary submission to an unreasonable conventionality."

But the preliminary census and the subsequent census are to be made in precisely the same mode, viz., by enumerators and not by householders, and the only difference is that at the latter a larger number of men must be employed. After thus declaring a one-day census to be unwise, unnecessary, and unreasonable, the Committee immediately admit, that "the English system when possible is the most correct, because it renders it tolerably certain that each person will be enumerated once and once only, whereas when the enumeration takes up many days, the same person having changed houses within that time may be enumerated more than once. On the other hand, persons may change from houses which have still to be enumerated to houses which have already been enumerated and so escape counting altogether. The Committee are decidedly of opinion that these two errors will neutralize each other, and the average will be correct." It is to be remembered, however, that an average result is not what is sought. It is essential for the purposes to which the census is to be applied that each of its parts should possess the same degree of correctness as the whole; that the census of a minor subdivision should afford as secure a basis to work upon as that of the whole area; and it is clear that the smaller the area the conditions of which it is desired to investigate, the less safety there will be in assuming that the two opposite sources of error noticed by the Committee will counterbalance each other. The longer the time occupied by the census, if taken as proposed by the Committee, the less value it will have; and the Government much question whether with the very small establishment which the Committee propose to entertain, the work of enumeration would be got over in seven weeks.

6. The Government consider that it would be possible to work with a much larger establishment than that which the Committee propose. Four or even five such parties of indicators, enumerators, and supervisors might work simultaneously in different Municipal divisions, and by arranging that the head-quarters of each party should be fixed within the division in which it works, the difficulty as to office accommodation noticed in paragraph 11 might be overcome. The whole staff might be employed in the final revision, and the Government think that simultaneity sufficient for practical purposes might be secured by carrying out this operation in each division separately, and so extending it over eight consecutive days.

7. The objections to a final and simultaneous census are the difficulty of obtaining a sufficient number of men; the difficulty of checking and testing the work; the expense; and the alleged fact that the tendency of the operation is only to impart error into the accurate record obtained by the protracted enumeration.

8. The Government believe that the arrangements sketched in paragraph 6 of this order are not open to any of these objections, and that if these be adopted the census of the whole city may be accurately and satisfactorily effected in three weeks, or at most a month. At the outside estimate 300 men will suffice to make the final revision of the census of a single division; 150 will be ready to hand in the regular staff, and 150 more might easily be obtained for the final week's work. Some may be drawn from the Town Police, some from the Deputy Collector's Establishment, some from the Public Offices and the Municipal Establishment of Conicopolies, and some from the Educational Institutions. The combined staff for checking, testing, and recording, provided for the several enumerating parties, would suffice for the final work of revision, which would be of comparatively simple character. The sum of Rupees 25,000 will probably cover all expenses. The sum,

Rupees 7000, provided for printing forms, appears to Government to be excessive by at least Rupees 2000. The report and tables may be printed gratis at the Government Press, and the sum of Rupees 3000 assigned for this purpose thus liberated. Including Rupees 2000 unappropriated by the Committee, a sum of Rupees 7000 is therefore available to meet the extra expense entailed by the final revision. The Committee themselves estimate this at Rupees 7500. Again, the rates proposed for the remuneration of the enumerators, &c., appear to Government unduly high, and it is conjectured that this is due to the determination of the Committee (though the Memorandum is not clear on the point) that all schedules, those filled in by enumerators as well as those furnished to householders, are to be in English. Very much lower rates would, in the opinion of Government, secure competent hands who could fill up the returns in the vernacular languages, English figures being used. Further the expense would be reduced by the men being employed for a shorter time.

The last objection appears to rest upon the passages from Mr. Hume's report quoted in paragraph 13 of the Memorandum, and from that of Mr. Forbes quoted in paragraph 15. Mr. Hume's statement refers to volunteer enumerators, but it is not now proposed to employ men of this class. The men engaged in the final revision will be paid, and being in employment for at least a week will undergo observation and training. Their work may therefore be expected to be satisfactory. They will only have to add particulars, or to strike out particulars in the returns already filled up, and it is not probable that they will take this trouble unless there is a real change to be recorded. Should they falsely return unchanged schedules as verified at least no additional error will be imported by them. They might be entertained two or three days before the final revision, and subjected to training and instruction in their work. Mr. Forbes' remark evidently refers to a purely rural population.

9. The Government commend the above suggestions to the consideration of the Committee. Should a one-day revision be determined on, it will be necessary that the enumerators shall record at the preliminary counting, not only those persons who slept in each house the previous night, as proposed in paragraph 6 of the Memorandum, but also all ordinary inhabitants of the house, and such visitors as may be expected to be present at the final revision.

10. With reference to paragraph 29, the Sanitary Commissioner will be requested to give the Committee the full benefit of his experience. The Inspector General of Police will be required to arrange for taking the census of the vagrant population, and all Heads of Public Institutions will, as suggested by the Committee, be charged with the duty of enumerating those under their control. The Commissioners may rely upon every possible assistance from Government and its officers, in obtaining information subsidiary to the census, and in carrying out that important work, which it should be the desire of all to render as perfect as possible.

(True Extract).

Chief Secretary.

To the President of the Municipal Commission for the town of Madras.

„ Sanitary Commissioner.

„ Inspector General of Police.

Exd. J. Wright.

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Bangalore, Aug 31 1867.

Ficm

Charles E. Gover, Esq.,

Hon. Sec. Census Committee,

Madras.

To The Honourable

R. S. Ellis C.B.

Li.

Chief Secretary to Gov.

My Dear Sir

If the memorandum submitted by this committee regarding the plans proposed for carrying out the census be printed with the Govt. order upon it, the committee will

divided into four great heads - Preparatory measures

1969

PUBLIC

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THE PRESIDENT OF THE
MUNICIPAL COMMISSION
For the Town of Madras.
No., 200, 201, 202

Filed September, 1966

2200

Index

G. O., 10th September 1869, No. 1267.

THE

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During either one or two months from any time between the first day of January and the last day of December of certain of the Municipal Councils for the town of Madras, presentment shall be made by the Council for the purpose of making a census of the population living

feel greatly obliged if you will kindly
permit a larger number of copies
to be struck off than usual, so that
it may be employed for the further
work of the census without the ex-
pense of setting it up again. Of
course this request is on the supposi-
tion that you generally approve of the
Committee's proposals. One hundred
copies would suffice, of which one would
be furnished to each commissioner.

Yours Faithfully
Charles E. Gove

Madras Census.

Memorandum upon the Measures proposed
to be adopted for carrying out the Census of
Madras City as ordered by the Municipal
Commissioners March 20th 1869.

1. The Committee have carefully
considered the Reports and Papers that accom-
panied the Government order upon the Madras
Census and such other information as they have
been able to gather. They have also consulted
various Hindoo Gentlemen whose experience and
special knowledge of their Countrymen made
their opinions valuable. They have also referred
to the Government registers and such maps of
the City as were within their reach. The propo-
sals that follow have been recommended, and
therefore, after full enquiry, and the Committee
trust they will meet with the approval of Govern-
ment and the Municipal Commissioners.

2. The work of the Census may be
divided into four great heads—Preparatory
measures

measures - actual enumeration - testing of returns
- and exhibition of results. The Committee will
refer to them in the order named.

Preparatory Measures. 3. These may be
considered under two heads - preparation of people,
and preparation of means. Under the first head
comes the very necessary action to disabuse the
public of the idea that the Census is merely the
inauguration of a new system of taxation. In
Bombay the efforts made to this end were tolera-
bly successful, but in Calcutta more difficulty
was experienced. Bearing both cases in mind,
the Committee propose 1st to request His
Excellency the Governor to convene a meeting
of the leaders of Madras native society, and
assure them on the part of Government that no
idea of making the Census subservient to taxing
purposes is entertained. If sufficient public
spirit be exhibited on the part of those qualified
to lead their Countrymen, similar meetings would
be held in the various public buildings. 2nd The
Committee will appeal to the heads of all edu-
cational institutions in the City to instruct their
pupils in the reasons for taking a Census and

to show them how necessary a step it is at the pre-
sent time. A Circular containing the necessary
information will accompany the appeal.

3rd A plain statement of the ob-
ject to be served by the present Census will be
drawn up in English and inserted in the English
journals; and free translations or adaptations
into Tamil, Telugu, and Hindustani will be
drawn up and inserted in all the vernacular papers,
as well as placarded in the streets of the Town.

4th The Editors of all the papers both English
and Vernacular will be requested to forward
the Census operations, by urging due attention
and accuracy in answering the questions of the
enumerators. If it should be found that a small
expenditure would increase the efficiency of this
advocacy on the part of the native journals the
Committee will be prepared to incur it. 5th Com-
petent native Gentlemen will be requested to
prepare short pamphlets on the subject, and these
will be largely distributed to the lower classes
will be instructed and forewarned by beat of
tom-tom in every street. In all these points the
Committee calculate upon receiving most valuable
assistance

assistance from the Commissioners of the various districts.

4. The preparation of maps is equally important. The Committee have obtained complete maps of Black Town upon a scale most suitable to their operations, and it is hoped that Maps of the Suburbs may also be obtained. By means of these the City will be divided into sections of convenient size and boundaries. In Black Town, which is the key of the whole enumeration, the many streets running from the sea-planade to the W. Wall of the town afford very suitable divisions: and each Suburb will be carefully divided in a similar manner. By reference to the aforesaid books which, though very bold in other matters, are believed to be fairly correct in shewing the number of houses in each street, a complete list of streets with the number of dwellings in each, will be drawn up for each section and district.

In the same way abstracts will be drawn up of the Excise tax Registers, as well as those of the offensive trades and the Carriage and animal taxes. All of these will be of use in laying out the work

for

for the enumerators and checking their returns when brought in. While this is being done sample sheets of the various forms that will be required in the enumeration, as well as of the books that will contain the results, will be drawn up, so the amount for printing required must necessarily be very large, and the mechanical work will be greatly facilitated by correctly drawn books and forms, the Committee desire to get them in hand as early as possible. As the time at the disposal of the Committee is limited, and the forms of the various returns is to a large extent a matter of office routine they propose to commence the printing at once, in anticipation of the Government sanction. By care and attention it will

be possible to ensure that the books and forms shall be ready in time, should the Government require alterations they can be inserted in the proofs.

5. Before, however, any conclusion is come to on the question of books and returns, it is necessary to fix the form which the enumeration shall take. Very anxious consideration has

been given to this point. A form that has
yet been employed seems suitable in all respects.
Nor is it possible to draw one which shall at once
meet the circumstances of a large town and of a
rural population. The Statistical Committee
point out very justly that more should be expected
from a city like those at the head of each province
than from a backward agricultural district;
and it is plain that where so expensive and com-
plicated a machinery as that required for a town
census has been set on foot, it should be made as
valuable as possible. The statistical Committee
approve of the form submitted by Mr. Plowden
for the next Census of the N.W.P. It should also
be noted that this form was the result of experience
and enquiry such as no other man in India has
possessed. The Committee feel satisfied that
it is the best yet devised for a mixed population.
They therefore recommend its adoption, with such
additions as may fairly be expected where the
Census is confined to one City. The additions
proposed are chiefly those employed in the
Bombay Census to exhibit the character of the house
accommodation

accommodation of the population. The Statis-
tical Committee recommend that attention should
be given to this point, but stop short at the material
of which the house is built, such information may
be gathered by mere inspection, and gives a
but little trouble. It is therefore recommended that
the return should contain particulars of the people
prepared by Mr. Plowden and the particulars
of dwellings employed at Bombay in 1841. There
is however one point in which the form prepared
by Mr. Plowden and the statistical Committee
appears to require too much. It is the column
that asks for information concerning the ability
to read and write. The statistical Committee
point out that, if too much be required, "it is
evident that the real accuracy of a Census may
in some places be in inverse ratio to the
amount of details which it professes to give".
It is clear that no information is better than that
which is inaccurate. If the question should
invite inaccuracy the case is still worse with
regard to the item named it appears to the Com-
mittee, certain that it is utterly impossible to
expect

expect correct returns unless the enumerators should actually test such persons. It is notorious that a lad who can but pronounce half a dozen English words will aver that he knows English. The case is the same with regard to the vernaculars. The information desired is very valuable, but inaccuracy would lead to very false conclusions.

There is, however, a much more satisfactory mode of obtaining accurate returns. The educational tone of a Country is in the proportion of the number of persons of Student age who are in attendance at school. This can be easily ascertained with great accuracy; and it is in this way that the Committee propose to gather the necessary statistics with regard to education. They submit this with the more confidence, since many additional items in the enumerators' return must necessitate a proportional increase in the expense and labor of the Census.

6. The form recommended will take the following shape, and will secure more information, than has yet been attempted. On the other hand there is no item which should call for any opposition on the part of the people beyond.

Head of House	Head of House	Mother
Religion	Religion	
Occupation or Trade	Occupation or Trade	Father of Family
Married or Single	Married or Single	
Deformed	Deformed	Place
Designation	Designation	
Place	Place	Stranger
Religion	Religion	
Occupation or Trade	Occupation or Trade	Stranger
Married or Single	Married or Single	
Deformed	Deformed	

beyond that which must be met by every man thing. The Committee only observe further, that every separate item, except that regarding marriage, has actually been employed in some previous Census.

Back of Return.

Division of the City

Section

Street

No. of house. A. M. P. etc.

B. Indicator's No. (This item will be explained subsequently.)

Principal house in enclosure - whether tiled

do do do do thatched

do do do do No. of floors

do do do do No. of families

Inhabited out houses No. of families

The item "tiled or thatched" is thought to be best test in Madras of the quality of the house. The Statistical Committee however, recommend the question "Masonry or other materials" and, should Government so wish, the alteration can be made. It is a question of Uniformity versus local accuracy. The Committee think the latter most important. The front of the return will be in the form noted in the margin. The first column will be filled up in the following order. Head of house - Relations - Servants - Servants' Relations - Visitors - Visitors' Relations.

Relations. Relations will include sons &c. The Corresponding entries for females will be entered in the "Designation" Column. It is not desired to take the names of females. Great mistakes have crept into the Censuses that have hitherto been taken, from the practice of entering all members of a family as of the occupation of its head. Even in the Country this must be a fertile source of error, and it must always give an altogether erroneous idea of the number of persons actually engaged in any particular occupation, since it is allowed, where the entry has been so made, that the returns are five times the actual fact. It has, therefore, been thought highly advisable only to enter in the Madras Census as engaged in business or labor those who really perform the work. This plan gives the further advantage of enabling us to judge of the proportion of women who are employed in reproduction labor. That women and children will therefore be omitted from the occupation column. The column headed, "deformed" will include those who are insane, blind, deaf, and dumb, and lepers. The question will not be put concerning each individual, but, after the return is otherwise completed, the enumerator will ask if there be any afflicted in either of the four modes to be noted. If a negative answer be received he will pass on. If otherwise he will insert against the person

person reported the figure 1. 2. 3. 4, as the case and class may be. In this manner the enquiry will be robbed of all offence. The enumerators will only record those who slept in the house on the night previous.

7. Other preparatory work will be the hiring and furnishing of suitable offices, the entertainment of the staff and their suitable training. It will, however, be better to describe these when dealing with the expense of the Census.

8. Enumeration. Before entering into the details of this most important subject, it will be well to point out the general principle which will underlie the whole of the remaining operations of the Census. In this it will differ from every other Indian Census. It is that the enumeration, the testing, the recording, and the tabulating, shall go on at once, pari passu. Subsidiary to this principle will be another that the establishment employed shall in each part check and test every other, and, as a whole, shall not be so large as to be beyond complete and immediate control. The necessity of such a principle has been impressed upon the Committee from the perusal of every Report they have obtained.

9. The first is based upon several reasons /a/ The Supervision of the Census is confided to Commissioners who have all important business

business to attend to, from which they cannot be
taken for any length of time. It is therefore necessary
that the whole work should be compressed into the
shortest possible time - that is, the period of mu-
-meration. /6/ In a town population, where indi-
-viduals are not personally known to the enumerators
and constant changes are taking place, it is im-
-possible to carry out an efficient testing except at the
very time of counting. /7/ If the enumerators finish
their work before it is tested, many errors will run through
the whole of their work and revision becomes, redrawing.
But this check cannot be given unless the returns
are immediately inspected and recorded, so that the
error discovered to-day may be avoided tomorrow and
to the end. /8/ Some portion of the Census results
is imperatively required for Municipal purposes,
and the tabulation must be put in hand as
early as possible. /9/ Many of the tests the Com-
mittee propose to apply can only be made of use
upon the totals exhibiting by each section or district.

/10/ Lastly, the Committee are sure that if each
department be kept up to date, they will check
each other, and a greater degree of accuracy may
be obtained than is otherwise possible.

10. The facts of many Indian
Census Corroborate ^{these} arguments. The Calcutta
Census is confessedly defective, while that
of Bombay is also very imperfect. This is mainly
the

the result of the system employed. After the returns
were made it took months to enter them, and
it was not till the work was advanced that the results
could be tested. But then circumstances had re-
-changed - occupations and residence were frequently re-
-altered. The Census of the N. W. Provinces, which
was taken with the utmost possible care, affords
numerous examples of the failure of the system employed,
when applied to large towns. I take a few instances
out of many - On page 89 are several remarks
upon the inaccuracy of the town returns. They are
said on the whole to be "surprising". There for
one of the largest towns are "palpably incorrect".
For another they are an "absurdity". In appendix
D page 1, it is said that in the Chief Town of
the district there had been "much overcounting".
Owing to the want of simultaneous testing "the
whole of the returns" were "revised and corrected".
On page 4 we find - "I have no doubt that the
returns are more correct in the villages than in
the towns". On the same page we learn that in
one place an unexpected decrease was reported.
The whole of the returns were therefore "retested",
with the result of the disappearance of the decrease.
In Bombay, the Census gave 185 men to 100
women, while the mortality proportions were
only

only 125 to 100. So also among the Mussul-
mans they were reported as only 18 per Cent
of the population, but by the mortality returns
they were 25 per Cent. These anomalies are
pointed out by the gentleman who managed
the Census, who further admits that he has
no doubt that many escaped enumeration al-
together. Such results must be looked for under
any system that pretends complete and metho-
dical testing.

11. The second principle arises
out of the fact and is imperatively necessary to
secure any tolerable amount of accuracy - The staff
must be so limited as to be in every part under
strict supervision and active control. The following
extracts from the report of the Bombay Census
will show more graphically than any arguments
the Committee could urge, the great need of a
limited number of trained Assistants - The
number of enumerators that had been in pay,
one, two, or three weeks, for the preliminary inquiries
and for circulating schedules was 627, and for
the enumeration, on the night of the 1st, and
morning of the 2nd February, 1176. But were but
from the Government offices - The number being
found still too little, 107 additional writers were taken
into pay for that night, and, on the Evening of
the 1st then being yet a deficiency, 70 more were
obtained

obtained on urgent requisition from the Edu-
cation Society's Press - "Being so many
of the enumerators being hired or engaged for one
day only instead of all having to perform,
each in his own district, the distribution, the
collecting, and the verifying of the house holders
list, great trouble and delay was experienced
in gathering in the schedules and correcting
them." The Calcutta Census report does not
state the extent of the Staff employed. Taking
however an average of one enumerator to
700 persons, there must have been at least
500 enumerators employed. - Probably the
number was much higher, since 1000 copies
of the rules for their guidance were printed.
Now it is obvious that so delicate a task as
that of putting the questions of the Census
could not possibly have been accurately
performed by men taken promiscuously
and without training. It is equally certain
that no effective supervision could be exercised
over so large a number of persons. But, what
is still more important, the fact that the
work was over in a single night was a positive
premium upon carelessness and cheating. Every
man knew that he could not be brought to
account. The Committee have given the
most careful attention to this point and have
come

Come to the conclusion that the enumeration must not go faster than the recording, and that an office of more than fifty writers cannot be efficiently controlled by the means at their command, nor could a building suited for a larger number be obtained. Starting from this basis an easy calculation shows that they cannot employ more than 80 enumerators, a staff that admits of full control. To give time for proper enquiring the Committee will not expect each man to do more than an average of 24 houses each day.

12. It now remains to describe the proposals of the Committee with regard to the time to be occupied in taking the Census. They cannot better introduce this subject than by quoting the following Extract from the Report of the M. A. S. Page 2. "Before attempting to describe the mode in which the Census was taken, it is necessary to draw attention to a circumstance which renders it impossible to adopt, in this Province, the procedure followed in European Countries. Taking the English enumeration of 1861. as a type of an European Census, it will be observed that the fixed population was, for the most part, enumerated by its own agency, and that the enumerators had merely to collect the householders' Schedules filled up by the occupiers of

of houses. In India such a course would be impossible. The educated portion of the people is so small, and individuals are so apathetic, that very little information could be collected if such a system were adopted in the Census of a large population like that of these provinces. Great difficulties have been experienced even with the small Census of the Island of Bombay taken in 1864, where it is said "there is much ground for believing that many persons reaped being enumerated, and that the recorded number is much below the actual amount of the population." At the Census of 1865 except in the cases of European residents and of a few enlightened Natives who applied for returns, "householders' Schedules were not made use of. Even in the few instances where these schedules were filled up by occupiers of houses, the returns thus compiled were those in which most omission were found and most corrections were necessary. It may be accepted as a fact that at present in extended Census operations in this country no reliance can be placed on returns filled up by house occupiers." The Committee have gathered a mass of information altogether corroborating the concluding sentence of the Extract, and they fully concur with Mr. Poyden's Conclusion.

13. This fact is the key of the whole question

question of Census operations. Censuses in England have been made in one day because of the active co-operation of the people themselves. To make that agency and a nocturnal Census worth having becomes impossible. But India has no such agency, and is thereby cut off from the English system. On the other hand a Census has been so uniformly the work of a few hours in England, that it has become conventional to suppose that all Censuses must be thus limited in time. The Committee are strongly of opinion that this conclusion is of no force when so important a premise is lost, and think that the circumstances of the country should determine the mode of the Census. So strongly have these considerations weighed upon those to whom the management of the Indian Enumerations has been confided that, although every Census hitherto taken has pretended to be made in a single day, yet in no case has the time occupied been less than several weeks.

The N.W.P. Census occupied from September 1864 to February 1865. The final counting, made upon the nominal day, was in reality the simplest possible revision, which added little or nothing to the accuracy of the work that had occupied the previous months. To show this it is only necessary to quote ^{from} Mr. Hume's Report upon Etawah, where much more care was given to the Census than ⁱⁿ any other province. Referring to the 10th January 1865 the

the day fixed, Mr. Hume writes: "Though the Educational Department kindly put all the Village Schoolmasters at our disposal, and though every official available was made use of in some capacity or other, we experienced much difficulty in procuring the required number of enumerators; and several of the Volunteers did their work so carelessly that, but for the system adopted, the Census would have contained a large amount of error. As it was all the papers were ready, and had been fully filled in by post-warrants, schoolmasters &c., and had been thoroughly tested by responsible officials before the date fixed. All that the Volunteer enumerators had to do was to go round from house to house and see that, at the hour fixed, the houses really contained the exact numbers entered in their lists; or, if not, make the necessary corrections. — Yet several of them gave in their papers uncorrected, some scratched them all over with hieroglyphics, some lost and most directed them. Luckily we placed no great dependence on them; and the next morning all the doubtful ones were looked up and retested or redrawn."

14. It is clear that in this case, the best we could remember the one-day Census was not only a very small item of the Census work, but had introduced a large element of error. In fact, the next

must have stated that it took all the district Officers
a fortnight to make the necessary corrections and
restore the returns to their former accuracy. In
Calcutta things were still worse, as is shown by
quotations from page 11 of the Report. Although
the distribution of the returns occupied no more
than five days, it took more than half a month
to collect them. Fifty writers were specially re-
-garded for the purpose of checking the returns.
When such returns were not forthcoming the enu-
-merators were called upon for an explanation,
and they were ordered to call upon the parties and
obtain the necessary information. On examination
it was found that a very large number of the En-
-glish returns were defective in the required details,
and the enumerators had in many instances to call
on the parties to rectify the omissions. With regard
to returns in the Vernaculars, it was in many many
cases most difficult to decipher the writing; whilst
in many returns the entries were so confused
as to be of no use whatever. Under these Cir-
-cumstances the enumerators had to go on a second
round to get the returns corrected, and it was
not until the 18th Feby. that the preparation
of the statistical tables could be commenced upon.
It is plain from this that the Census, omitting
all preparatory work, occupied at least three
weeks, and the returns were not correct of
any

any date, since the forms which it took "half
a month" to collect may have been filled
up during any day of that period.

15. It would take too much
time to quote further, but it would be shown
that every other Census has similarly occupied
much more than one day. Nor is it necessary
for the acknowledged necessity of a preliminary
Census slowly conducted is but an admission
of the fact that the English system of one
day enumeration is not suitable to this country.

But the compromise effected - a preliminary
Census made after the mode found most suitable
to India and a subsequent Census made as
much as possible after the English fashion -
appears to the Committee to be an unwise and
unnecessary submission to an unreasonable
conventionalism. The English system, where
possible, is the most correct because it renders
it tolerably certain that each person will be regis-
tered once and once only, whereas where the enu-
-meration takes up many days the same person
having changed houses within that time may
be enumerated more than once. On the other
hand persons may change from houses which
have still to be enumerated to houses which
have already been enumerated and so escape
counting

counting altogether. The Committee are decidedly of opinion that these two errors will neutralize each other and the average will be correct. As a matter of fact the first Census has always been much more correct than the second. Again referring to the M.W.P. it has been seen what errors the final Census introduced. But almost every officer reported strongly in favor of the accuracy of that taken with due care and time, and Mr. Snowden quotes with approbation the following statement from one report, giving it as a fair sample of the whole enumeration (Page 4.) after describing the plan followed, Mr. Forbes says - "I was engaged myself, aided by my assistants, during the whole cold season in testing the papers. Entering the villages we proved by actual comparison of the entries with facts before us their correctness - I say we proved their correctness - for in no single instance did we find a faulty return."

16 If this be the case what necessity is there for the single-day Census? In Bombay the actual enumerators for that day cost Rs. 5000, and in Madras the expense would not be less than Rs. 4000. If the cost of recording be added, the outlay cannot be less than Rs. 7500, and this for a result which is certain to be less accurate than that which has already been made at an equal expense. The Committee therefore assume that, if

17 if the first numbering be performed with ¹⁴³care and test that a comparatively long period and an adequate expenditure will enable them to apply, it will be more accurate than another which could not command these advantages, and must be made by a body of untrained and irresponsible men so large as, practically, to be beyond control. This being the case they recommend that the Census should be a ¹⁴⁴sterile, what it must be in any case in reality, a waste of time, and that every possible test should be applied as it proceeds, so that every error or misjudgment may be stopped at once, and every error in fact rectified immediately. They are sanguine that the measures to be proposed in the following paras will secure the desired accuracy.

18. If, however, Government should desire a second Census, the Committee recommend that it should also occupy some considerable time. The same trained enumerators being employed, this Census should of course require much less time than the former. They urge this because they are confident that in no case can a one-day Census afford a return which will compensate for the amount that must be expended in carrying it out.

There are, however, some cases in which a single-day enumeration is necessary.

The Houseless poor, the crews of the ships in the Roads, the Military and Police, Children at school, and other such items must thus be counted. Every care will be given to provide for the accurate numbering of these classes.

19. With the staff described in a former para, the whole of Madras could be accurately and fully registered in less than two months. Supposing that each enumerator could do 25 houses per diem and it is not likely that a larger number could be well done, the whole of the houses in the City would require including sundays, about seven weeks. As the whole of the work will be comprised within this period, except that which will fall to the Committee for the preparation of the reports, the Census will it is believed occupy a shorter period than any yet taken in India, while it is hoped that the report will be complete within six months from the commencement of the enumeration.

20. Should the Government order be received in time, the Committee propose to commence not later than 1st November 1869, but to avoid the Xmas holidays it would be much better to begin a week earlier.

21. In Calcutta and Bombay the greater part of the forms were filled up by the householders - The various quotations previously made

made here, however, shown so clearly the impossibility of obtaining correct ¹⁸⁵ returns in this way, that there can be no doubt as to the wisdom of following the practice of the N.W.P. to those who know how illegible vernacular writing usually is, and how great a labor and time must cause, there is no need to support this by argument, and the Committee do not for a space issue any returns to census takers at their special request - The enumerators will however be instructed to furnish forms to those English and native gentlemen who ask for them, and can fill them up in English. But in such cases they will be directed at once to see whether the returns are properly filled up or not, and, where errors have been made, they must rectify them before delivering the return into the Office. They will be held responsible for the regularity and completeness of the papers - No vernacular return will be received. To ensure efficiency, no enumerator will be entertained unless he can speak Tamil and Telugu and write English well. Those employed in Triplicane will also be required to speak Hindustani.

22. The last thing requiring notice before proceeding to the actual enumeration

is the mode by which Castes and occupations will be classified. The subject of Caste is surrounded with difficulties. In the Central provinces 34 Castes were reckoned, while in the N.W.P. the number swells to 574. In Bombay only 6 Hindoo Castes were allowed, and these were rather religious than social. The Committee have put themselves into communication with many of the leading Hindoo gentlemen at Madras, and will endeavour to draw up a Classification that may be really useful. The difficulty lies in the fact that the original great Castes have been so subdivided by difference of locality and new occupations that that it is now impossible to recover the stems which have run into so many branches. Even if this were done the great Majority of the people would not know to which class they belonged, only recognizing the subdivision in which they are placed. Occupations give less difficulty although they have varied from 306. in the N.W.P. to 77 in Bombay, and 23. in the Central Provinces, &c. &c. For, the Registrar General in England has devised a scheme which would divide all occupations into 6 great divisions and 18 orders. This will probably be adopted as the Standard in England with some modifications in the list of

of orders, which is at present indistinct and confused. The Committee propose to adopt the 6 Divisions and are now engaged in drawing up the subdivisions or orders which would correspond with the circumstances of Madras, and afford a clear and systematic arrangement under about the same number as 18 of heads. They have not yet decided whether the classification should be done in the Office or by the enumerators. Mr. Sheldon and Mr. Stokes recommended the latter.

23. It has already been described how the Committee propose to divide the town into sections of manageable size, and they will now proceed to the method of actual enumeration. Five sections will always be under the process, and as each is completed another will be commenced. The first work will be performed by persons called "Indicators." Their business will be the laying out of the work for the enumerators, and the numbering of the houses. There will be five of these men, ~~and~~ ^{six} each having charge of one section and having enumerators to work with him. He will commence work one or two days before the enumerators, and will be required to number 144 houses, entering a short description of

of them in a book with which he will be furnished. The numbering will proceed only from one to twenty-four - the day's work of an enumerator. Each of the latter will have a number which will also be put upon the house. Thus the 21st house to be done by the 15th enumerator will receive the number 15. The total of the lower numbers will give the number of houses in each section. With this indicating work properly done, the enumerators will meet with no difficulty in the prosecution of his work - will know just where to begin each day and where to leave off. The Indicator will every morning show each enumerator the Commencement of his work for that day and then proceed to number 144 other houses. To ensure the registering of every house a reward, to be deducted from the Indicator's pay, will be given to each enumerator who may discover an unmarked and therefore an unregistered house. As each Indicator's district will be marked by unmistakable boundaries, and the daily work required is by no means excessive, the Committee think that there need be no difficulty, with fair supervision, in securing the registering of every dwelling. As a further test, the Inspectors to be afterwards described will also be rewarded for every detection of an unmarked house.

24.

With his work clearly marked out

out as above, the enumerator's task is very simple. He will visit each house, form and rules in hand, and bearing a Certificate showing his appointment. He will first ask concerning the Head of the house and the Male and female members of his family in the following order - Mat - wife - or wives - sons - son's family - daughters - relations. He will next ask concerning the servants and their relations and, lastly, concerning visitors. As each name is given among the Males, he will ask for wives and relations. As for females he will wait till the age is mentioned and then, unless otherwise informed, ask for the husband and children of those above 15 years. In this way the whole household will be gone through methodically, and there will be no need for Cross-examination or Verbal questions.

25. In case of suspicion of false or imperfect information, the enumerator will be directed to enquire of the neighbours in such a way as will cause no alarm. He will also carry a register in which to enter all schools, places of worship, and empty dwellings. Every return will be initialled by the enumerator making it. In no case will the name of a female be asked.

acted.

Testing &c. It has been seen that the Committee propose to test every clerk's work immediately, and they now proceed to show how the Examination is to be carried out. First with regard to the Indicators, all the work is so arranged that it may be finished by 2 O'clock, and Carriage will be provided at suitable centres to bring the indicators, enumerators, and Inspectors rapidly to head quarters. An hour will then be allowed for dinner and all the Indicators will be required to attend at the Office not later than 3 O'clock. Their registers will then be handed to the Manager so he will compare them with the figures extracted from the Municipal Apportionment Registers. If both agree, the Indicator will be passed, subject to the test of the Examination by the enumerators and Inspectors described in a previous para. If differences be found they will be referred to the assessment Magistrates, so that they may be examined by independent parties and the Municipal Registers receive the benefit of the corrections that may come to light. For this purpose Colonel Denison will be requested to place Mr. Bazelows' services at our disposal out of office hours; as it is that officer's duty

51
duty to keep his books up to date, and the Census enquiries will afford him material assistance. The Indicator's work will therefore be tested in four different and independent modes. At. Fine will be inflicted for every error.

2nd. The enumerators will also leave the Office by 3 O'clock bringing the returns of the day with them, each will then make a short abstract of his results, showing the number of houses, males and females, and Children under 12 years - when this is finished ten per Cent of his returns, taken at random, will be removed for testing and the remainder, with the abstract written on stout paper at top, will be fastened together and recorded. The ten per Cent taken out will then be given to Inspectors - Superior Officers of intelligence and higher pay - who will, during the next day, revise them by personal enquiry. If the errors discovered exceed a certain small proportion the whole of that clerk's work will be redone out of office hours by the enumerator and again tested by the Inspector - The mode of each error will be noted, and the enumerator will be specially instructed so that he may not repeat his mistake. The Inspectors will devote their whole time

time to the work of testing the returns of the Indi-
cator and enumerators. If the general body of
Commissioners receive any interest in the Census opera-
tion, a perusal of the returns of each district will
be furnished to the Commissioners residing within it,
for testing purposes. The Committee will, far as
their duties permit, personally supervise the outdoor
work of the Census. The Inspector will report to
by 8 o'clock of the following day. The enumerations
made on Monday, will therefore be thoroughly
tested on Tuesday. On Wednesday, the Monday
returns thus corrected, will be entered into the
Census books by the Writers at the Office; and
the staff will be so proportioned that the whole
shall be entered in one day; so that on Wednesday
Evening Monday's returns will have been tested
and recorded. The books will be totalled each day,
when the last test will be applied - Comparison
of the totals with standard tests previously prepared
showing the proportions of age, sex, occupation &c.
that may be expected. These tests will be
drawn up from the Mortality Returns, Municipal
year books, previous Censuses, and a comparison
of the results obtained in other parts of India.
28. The tests to be thus applied
include all that have yet been employed in
India.

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India, and others that experience has suggested.
If with the tests then applied the N. W. P. Pre-
liminary Census was so successful as has been
described the Committee have every reason to hope
for at least equal accuracy in Madras. A still
further step in this direction may reasonably be expected
from the fact that the Committee do not in-
tend to employ a single untrained or unpaid assistant,
but rather, by the offer of suitable salary to attract
really competent and intelligent men.
Recording of Results. 29. It would
be out of place to describe here the details of the
books the Committee propose to employ for the
suitable registering of the results of the Census.
They have given great attention to the subject and
will endeavour to arrange the registers that they
shall tabulate at the same time that they total
the various returns. It would also be premature
to pledge themselves to any particular form of
report. The Committee will therefore refer now
only to the scope of the subsidiary inquiries they
feel bound to make so as to complete and add to
the value of the main Census. The lamented
death of Doctor Montgomery has deprived the Com-
mittee of a Colleague who was peculiarly qualified
by

by long experience to draw those lessons from the proportion the mortality of the City bears to its population which are perhaps the most important considerations to be gained by a Census, but the Sanitary Commission will supply all that is wanted in this respect. The influence and extent of Government employment upon the population will also require notice. The educational condition of the Madras and the attendance of Christians at places of public worship must not be passed over. Other questions will probably arise as the enumeration proceeds and the Committee will not forget that the considerable organization that will be called into existence, and the consequent large expenditure from imperial and Municipal funds, demand that every advantage should be taken of the opportunity to lay the basis of a sound and extended statistical knowledge concerning Madras and its people.

30. It is not yet possible to say with certainty what will be the strength of the Establishment required to carry on the work described in the foregoing paras, but the Committee believe that the following will be found sufficient. For outdoor work.

5. Indicator @ Rs 30 per Mensem.

20. Enumerators @ " 50 " "

3. Supervisors @ " 75 " "

and for Indoor work.

1 Manager @ Rs 150 per Mensem.

J. Supt. Clerk @ " 35 " "

42. Ordinary @ " 25 " "

Monthly Pems 84 " "

It may be found advisable to add to the outdoor staff a Chief Inspector, say, Rs 150 per mensem, but this will depend upon the amount of time the Committee can devote to supervision and of the assistance received from the Commissioners generally. This staff will not however represent the whole of the assistance the Committee will require. The Census of the houses and poor will be taken by means of the police; the crews of ships in port by the Superintendent of Marine, or Master Attendant; the population of Fort Saint George by the Brigade Major and the Officer in Charge of the garrison; the Native soldiers and all those in the Regimental books by the Commanding Officers of the Regiments; the prison population by the Superintendents of the Jails, and other exceptional items by the responsible officers. Should the Gentlemen who thus aid the Committee be put to expense in performing the work falling to them the Committee will be prepared to pay the charges incurred, but it is obviously impossible to enter such additional service in the establishment list immediately under the Control of the Committee.

Expenditure

Expenditure 31. The sum of Rs. 25,000 was entered in the budget without any consideration of the probable cost, because the expenditure in Bombay was said to have amounted to that sum. The Committee think there has been considerable misapprehension in thus fixing the amount. The cost in Calcutta was Rs. 26,480, but the population of Madras is almost certain to be at least one fourth greater than that of Calcutta; while, further, the operations of the Madras Census will be much more extended and accurate. The more exact of population would raise the cost of the Madras Census, if made on the same scale as that of Calcutta, to Rs. 35,000 while the extra amount of work done in consequence both of the more extended tract throughout which the enumeration will be prosecuted, & of the greater accuracy, would justify an expenditure of at least Rs. 45,000. Similar remarks apply to the Bombay Census except in the item of population. The work was done by the Commissioners of Police. He was aided, free of cost, by the European and Native Police, that is by many hundreds of persons. The whole of the Native Police were also actively employed. The report also informs us that the tabulation was performed in the Office of the Commissioners of Police, while the printing of

of the Report was performed in the Government House at Government expense. This last item I have added at least Rs. 5,000 to the expenditure. The expense entered for Bombay is probably little more than half the actual charges incurred. But the Census was unsatisfactory even at that cost, and it did not pretend to the extent and accuracy which, must, in any case, result from the mode in which the Madras Census is to be taken. It may therefore be assumed that on the standard set by the Censuses of Bombay and Calcutta the cost for that at Madras ought to be near Rs. 35,000, than Rs. 25,000. The Committee have endeavored to make an accurate estimate of the probable charges, but beg it to be understood that analogy would show that they would be justified in putting a much higher figure, and it may well be that the whole cost will be much more than Rs. 25,000. If it do not exceed that sum it will have been taken much more economically than any other city Census yet taken in India. The present estimate is as follows.

5. Indicators at Rs. 30.....	Rs. 150.....	per Mensm.
30. Enumerators.....	50.....	1500.....
3. Supervisors.....	75.....	225.....
1. Chief do.....	150.....	150.....
Carriage hire and horse-do for Enumerators and Supervisors }	120.....	
<u>Total out door</u>		<u>2145.....</u>

42. Writers at Rs. 25- ... Rs. 1050. per Month.
 7. Super. " " 25- ... " 215- ... "
 1. Manager " 150- ... " 150- ... "
 Miscellaneous Rs. 84- ... " 84- ... "

Total Month Rs. 1529

It is probable that the former will be required for at least 2 1/2 Months, to give time for initial training and the subsequent inquiries. The Man of the Writers will be required for the same period, but the Manager and Superior Clerks will be required for at least six Months to work up the tables and prepare the report. The Charges will therefore come to.

Out door Establishment Rs. 2145 x 2 1/2 = Rs. 5362. 8- "
 Month " " 1529 x 2 1/2 = " 3822- 8- "
 Printing forms and Registers " 7000- "
 Office for drawing Report &c " 1382- 8- "
 Cost of printing report & tables " 3000- "
 Furniture and office requisites " 2000- "
 Rent of Office " 1600- "

Total Estimated Cost Rs. 23167- 8- "

The expenditure on house hold forms alone in the N. W. P. was more than Rs. 6,000 and Mr Howard reports that Rs. 9,000 will be required on the next occasion and more than Rs. 20,000 additional is required for the preparation of the books and tables. The amount set down above Rs. 7,000, may therefore be considered the Minimums Charge under this head.

32. That the Cost thus estimated is the very lowest consistent with due attention to accuracy and completeness is made very clear by the fact that, taking the same population, the British Census for 1861. Cost about Rs. 30,000, although by far the greater part of the ^{work} was performed by the house occupiers.

33. In enclosure the Committee assuming that the grant of a Ministry of the expense will be allowed by the Government of India as recommended by the Madras Government, desire me to request that you will be good enough to ask the Governor-in-Council to sanction the immediate commencement of so much of the printing as must be put in hand at once if it is to be ready by the beginning of October. Also to point out that if the final order be received by the first week in September the Committee will be able to commence operations by the last week in October. Otherwise, owing to the intervening of the Christmas Holidays, the enumeration must be deferred till the second week in January 1870. Finally to ask that the Governor-in-Council will be pleased to issue orders directing all public officers at the Presidency to furnish such information and make such returns as the Committee may find it necessary to ask. The Committee feel it their duty to

instance as a proof of the expediency of such an order, the fact that the Calcutta Census did not include the Houseless poor, as the Commissioners of Police did not attend to the desire of the Census Committee that he should thus visit them - Fourthly the Committee request sanction for such immediate outlay as may be necessary for the provision of the Maps of sections and districts which will be required by the Mediators and those who may supervise the Census operations. Lastly they respectfully ask that they may be permitted access ^{to} not to take copies of, such records in the Government Offices, and the Collector's Office as may be supposed to give information concerning the progress of the population &c of Madras.

34. It will be observed that the Committee have made no reference to the Clauses of the Madras Act which refer to the Census now to be taken - They have done this because - 1st they have observed that these Clauses are so drawn as to allow of the Census being taken in any way that, after due consideration, may be thought best. In fact Section 225. expressly states that the Census shall be taken "in such manner as shall be directed by the Commissioners." It is true that some of the provisions seem to point to a one-day Census; but there are others which expressly refer to a larger operation. Such phrases "day or days" "at a time" "within which" and others like them, cannot be

be construed in any other manner than as legalizing an enumeration continuing over several days, and, if so, fifty days are as legal as six. The only provision that can cause any difficulty is that which orders that at houses where the filling up of the form is to be done by the occupiers, the form must be left four days previously. But this can only come into operation in those cases where the filling ^{up} is thus done, and the Committee will limit their number as much as possible, and where it cannot be avoided, they will conform to the requirements of the Act. 2nd the Committee feel confident that the Governor-in-Council would prefer to be informed as to what the Committee consider the best mode of conducting the Census, irrespective of conditions that were necessarily required enough to cover the many contingencies that might be found to arise when the Census came to be taken. Lastly the Committee are unanimously and strongly of opinion, that in any case, there must be a deliberate careful and thoroughly tested enumeration such as they have proposed, and that to add to this another single-day Census which, at an additional expense of not less than

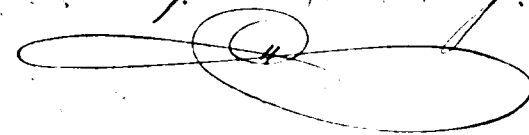
No. 500. would probably add far more errors
than it could possibly correct, would be so undesirable
a thing that if the law do permit its omission that
permission should be taken advantage of. They are
clear that the act does expressly permit such an inno-
-vation as they propose, although its primary appli-
-cation would be to one of much shorter duration.

August 11th 1869. / s/ Charles E. Couer.
Hon. Sec: Census Committee.

To, Colonel Denison
President Municipal Commissioners.
For the information of Government.

(True Copy)

Chas Denison
President.

Municipal Commissioners


Pro 21 May 1869 No 173 c176
- 31 Dec/68 - 168 c172
- 25 Aug/69 - 168 c172

Pro 10 Sept 1869
Public 1869 Dept

From
President Court of
Madras -
No 112
17 August.

1937

Forward copy of a
Memo. by the Census
Committee of the Court
regarding
the measures to be
adopted for taking
a Census of this Court

c 20/8

in Pub/69
No 1937

67
Public Department

PROCEEDINGS of the MADRAS GOVERNMENT.

Read the following letter from the
President of the Municipal Com-
mission, Madras

(Here enter 17 August 1869 No. 112)

Order thereon. No. 1267 D/10 Aug 8/69

The Government have perused
with much interest the very able
and carefully prepared Memo-
randum drawn up by the
Committee, appointed by the
Municipal Commissioners of
Madras to consider and report
upon the best means of conduct-
ing the proposed Census of
the Town population - The
Government, though they differ
from

from the Committee on some points, are satisfied that the State funds, if granted in aid of the operation, will be laid out to the best advantage and they have applied to the Supreme Government for sanction for the proposed State contribution of Rs 12,500.

2. The preparatory measures proposed by the Committee for removing the objections of the natives to the measure are ~~most~~ judicious; and the Government approve the form of Enumerator's return proposed for adoption. They would however classify the houses as 'tiled', 'thatched' and 'terraced', the latter designation representing a well marked and well known local class of building. With reference to paragraph 4 of the Memorandum, the Government request that

that the forms of the "books" which are to contain the results may be submitted to the criticism of the Sanitary Commissioner, who will forward them with his remarks to Government if he considers them exceptionable in any way.

3. In paragraph 8, the Committee lay down two important principles, (i) that the enumeration, the testing, and the tabulating shall go on ~~advance~~ ~~pari passu~~ ~~pari passu~~; and (ii) that the establishment employed shall in each part check and test every other, and as a whole shall not be so large as to be beyond complete and immediate control. These principles have the full concurrence of Government, and in their proposals

proposals, ~~as~~ contained in
paragraphs 23-29 (inclusive),
for effecting and checking the
enumeration the Committee
appear to have ^{kept} these principles
fully in view.

4. The Government observes
that the Committee, while
providing in the enumeration
form for recording the age
of each person enumerated,
offer no detailed remarks
upon this subject, nor any
suggestions for securing even
approximate accuracy in
the record. The Government
regret that the determina-
tions at which the Committee
may arrive on the subject
of recording and classifying
the castes and occupations,
may be communicated as
early as possible. This is
a matter upon which, it
appears

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appears to the Government,
the Sanitary Commissioner
should record an opinion.
5. The Government notice
with satisfaction that the
Committee do not propose
to avail themselves of the
agency of the people in effecting
the enumeration, except in
rare cases where English or
Native householders may call
for returns to be filled ^{up} in
every case in English. But
His Excellency the Governor
in Council cannot agree with
the Committee that a final
enumeration to be taken on
a single day is unnecessary
and undesirable. The Committee's
remarks in paragraph 15 ^{that} the
acknowledged necessity of a
preliminary census slowly
conducted is but an admission
of the fact that the English
system of a one day enumeration

is not suitable to this country."

The Government do not assent to this, and remark that here as in other passages of the Memorandum, the Committee attribute to the one day system the evils arising from attempts in India to enumerate the people by their own agency. The Committee continue "But the compromise suggested - a preliminary census made after the mode found most suitable to India and a subsequent census made as much as possible after the English fashion appears to the Committee to be an unwise and unnecessary submission to an unreasonable Conventionality." But the preliminary census and the subsequent census are to be made in precisely the same mode, viz. by enumerators and not by householders, and

and, and the only difference is that at the latter a larger number of men must be employed. After ^{declaring} ~~stipulating~~ a one day census ^{to be} ~~so~~ unwise, unnecessary and unreasonable, the Committee ^{immediately} ~~in the same breath~~ admit that "the English system when possible is the most correct because it renders it tolerably certain that each person will be enumerated once and once only, whereas when the enumeration takes up many days the same person having changed houses within that time may be enumerated more than once. On the other hand, persons may change from houses which have still to be enumerated to houses which have already been enumerated and so escape counting altogether. The Committee are decidedly of opinion that these two errors will neutralize each other and the average will be correct." It is to be remembered, however, that an average result is not what is sought. It is essential for the purpose to which the Census

census is to be applied that each of its parts should possess the same degree of correctness as the whole; that the census of a minor subdivision ^{should} ~~must~~ afford as secure a basis to work upon, as that of the whole area; and it is clear that the smaller the area the conditions of which it is desired to investigate, the less the ^{possibility will be in} safety of assuming that the two opposite sources of error noticed by the Committee will counterbalance each other.

The longer the time occupied by the census, if taken as proposed by the Committee, the less value it will have; and the Government much question whether with the very small establishment which the Committee propose to entertain, the work of enumeration would be got over in seven weeks.

6. The Government consider that it would be possible to work with a much larger establishment than that which the Committee propose. Four or even five such parties of indicators

indicators, enumerators, & supervisors might work simultaneously in different ^{municipal} divisions, and by arranging that the head-quarters of each party should be fixed within ^{the} ~~its own~~ division, the difficulty as to office accommodation noticed in para 4 might be overcome. The whole staff might be employed in the final revision, & the Government think that simultaneity sufficient for practical purposes might be secured by carrying out this operation in each division separately and so extending it over ^{eight} ~~ten~~ consecutive days.

7. The objections to a final and simultaneous census are the difficulty of obtaining a sufficient number of men; the difficulty of checking and testing the work; ^{the} expense & the alleged fact that the tendency of the operation is only to impart error into the accurate record obtained by the protracted enumeration.

8. The Government believe that the arrangements sketched in para 6 of this order are not open to any of these objections, and that if these be adopted the census of the whole city may be accurately & satisfactorily effected in three weeks or at most a month.

At the outside estimate
300 men will ~~probably~~ suffice to make
the final revision of the census of a
single division. 150 will be ready
to hand in the regular staff, and 150
more might easily be obtained for the
final week's work. Some may be
drawn from the Town Police, some from the
Deputy Collector's establishment, some from
the public offices & the Municipal esta-
blishment of Conicopolis, and some from
the Educational institutions.

The combined ^{staff for} checking, & testing ~~staff~~ & recording,
provided for the several enumerating parties
would suffice for the final work ^{of revision} which
would be of simple character.

The sum of Rs. 25,000 will probably
cover all expenses. The sum, Rs. 7,000 provided
for printing forms appears to Government
to be excessive by at least Rs. 2,000. The
report & tables may be printed at the
Government Press & the sum of Rs. 3,000
assigned for this purpose liberated. Again
the rates proposed for the remuneration
of the enumerators appear to Government
unduly high, and it is conjectured, that
this is due to the determination of the
Committee (though the memorandum is
not clear on the point) that all schedules,
those filled in by enumerators as well as
those furnished to householders, are to be
in English. Very much lower rates would,
in the opinion of Government, secure
competent hands who could fill up
the

Including Rs. 2,000 unap-
propriated by the Committee,
a sum of Rs. 7,000 is thus
available to meet the
extra expense anticipated by
the ^{revision}. The
Committee themselves re-
tain this ~~sum~~.

^{language}
the returns in the vernacular the figures
being entered in English. Further the ex-
-pense would be reduced by the men
being employed for a shorter time. The
last objection appears to rest upon the
passage quoted from Mr. Hume's report
in para 13 of the memo. & that of Mr. ~~Hume~~
quoted in para 15. Mr. Hume's statement
refers to volunteer enumerators, but it
is not proposed to employ men of this
class. The men engaged in the final
revision will be paid, & being in employment
for at least a week with undergo observa-
-tion & training; & their work may be ex-
-pected to be satisfactory. They will only
have to add particulars or to strike out par-
-ticulars in the returns, already filled up, and
it is not probable that they will take this
trouble unless there is a real change to be
recorded. Should they falsely return un-
-changed schedules as verified at least no
additional error will be imported by them.
They might be entertained two or three days
before the final revision & subjected to
training & instruction in their work.

9. The Government commend the above
suggestions to the consideration of the Committee.

(Should a one day revision
be determined on, it will
be necessary that the enu-
merators shall record at the
preliminary counting, not
only those persons who slept
in each house the previous
night, as proposed in para
6 of the Memorandum, but
also all ordinary inhabitants
of the house, and such visitors as may be expected to be present at the final revision.)
10. With reference to para 29, the Sanitary
Commissioner will be requested to give the
Committee the full benefit of his experience.
The Inspector General of Police will be re-
-quired to arrange for taking the census of
the vagrant population, and all Heads of
Public Institutions will as suggested by
the Committee be charged with the duty
of the house, and such visitors as may be expected to be present at the final revision.

of enumerating those under their control
 The Commissioners may rely upon every
 possible assistance from Govt & its officers,
 in obtaining information subsidiary to the census,
 & in carrying out the important work
 of the census, which it should be the
 desire of all to render as perfect as
 possible.

Govt. of 1863

Public

To
 The Prov. Secy. Comr.
 for the Govt of Canada
 &c &c

Dated Sept 10 } 1863, No.
 Recd. } 1/26/7.

NOS. 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, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100

Referring to the above
 mentioned information of
 certain other persons
 for the Govt of Canada.
 Some of the names for
 the Residence of
 the President of the
 Govt of Canada.

To the President of the M.C. for the
 Govt of Canada }
 " Secretary Comr. }
 " Prof. of Police }

1. Number of pages. 78
2. Date of repair. 25-1-37
3. Initials of Referencer. J
M.R.O. 1-25,000-16-10-37

MADRAS RECORD OFFICE.

Government of Madras.

Public DEPARTMENT.

G.O. No.	1264	Press
		~~Mis.~~
Dated	10-9-	19/869

Not to be folded or roughly handled

25-1-37