

1. Number of pages. 84
2. Date of repair. 21/12/3
3. Initials of Reference. P
M.R.O. 1-29,000-16-10-29

MADRAS RECORD OFFICE.

Government of Madras.

DEPARTMENT

G.O. No.

685

Press

Mis.

Dated

21-5-

19/869

Not to be folded or roughly handled

70
21/12/36

Proceedings of the Madras Government, Public Department,
21st May 1869.

Read again letter from the President of the Municipal Commission, Madras, dated 10th and recorded in Proceedings of Government, dated 31st December 1868, No. 1583.

Read also the following papers :—

No. 173. From the Officiating Under Secretary to the Government of Bengal, to the Chief Secretary to Government, Fort Saint George; dated Fort William, 17th February 1869, No. 726.

General.

In compliance with the requests contained in your letter, No. 1585, dated the 31st December 1868, I am directed by the Lieutenant-Governor of Bengal to forward, herewith, a copy of the report of the census of Calcutta for the year 1866, and also a copy of a letter from the Chairman of the Justices of the Peace for the town of Calcutta, furnishing information as to the cost of the operations which was wholly borne by the Municipality.

From the Chairman of the Justices of the Peace for the Town of Calcutta, to the Under Secretary to the Government of Bengal; dated Calcutta, 9th February 1869, No. 284.

I have the honour to acknowledge receipt of your letter, No. 489, of the 2nd instant, and in reply to intimate that the expenditure incurred by the Justices for taking the recent census at Calcutta, amounted to Rupees 26,480-8-3, as per memorandum at foot :—

MEMORANDUM.

	RS.	A.	P.
Cost of establishment	10,295	0	0
Printing charges... ..	13,395	14	0
Advertising charges... ..	233	2	0
Office-rent... ..	1,500	0	0
Contingencies... ..	1,056	4	3
Total...	26,480	4	3

No. 174. From the Chief Secretary to the Government of Bombay, to the Chief Secretary to Government, Fort Saint George; dated Bombay Castle, 19th January 1869, No. 126.

General Department.

I am directed, in reply to your letter, No. 1586, dated the 31st ultimo, to forward, herewith, a printed copy of the report of the last census of the island of Bombay taken on the 2nd February 1864, and to state that the expenses attending it, amounting to Rupees (25,012-3-7) twenty-five thousand and twelve, Annas three, and Pies seven, were borne jointly by the State and the Bombay Municipality.

No. 175. From the Secretary to the Chief Commissioner of the Central Provinces, to the Chief Secretary to Government, Fort Saint George; dated Nagpore, 20th January 1869, No. 188-21.

General.

In accordance with the request contained in your No. 168-172, dated the 21st ultimo, I am directed to forward copy of the census report of the Central Provinces, and a copy of the circular letters in which instructions were issued regarding the manner in which the numbering of the people was to be carried out.

Proceedings of the Madras Government, Public Department,

21st May 1869.

2. It will be seen that the census was considered a part of the settlement operations, and no special agency was called into existence for the purpose of carrying out the plan. Thus no expense, beyond the cost of printing of forms, &c., was incurred.

No. 176. ORDER THEREON, 21st May 1869, No. 685.

The Government recognise the importance of a census of the town of Madras as an imperial necessity, as well as a municipal one; and on receiving a complete and satisfactory report of the method proposed by the Municipal Commissioners for taking the census, will be prepared to obtain the necessary sanction of the Government of India for a State contribution in aid of the census of Rupees 12,500, being half of the estimated cost of the operation.

2. The Government request that the Sanitary Commissioner Dr. Ranking, and his Secretary Dr. Montgomery, may be added to the Committee of the Municipal Commissioners, which it is understood has been appointed to conduct the census, in order that the information specially required for sanitary purposes may be secured.

North-Western Provinces Census Report, 1865.

Calcutta Census Report, 1866.

Bombay Census Report, 1864.

Central Provinces Census Report, 1866.

Circular to Commissioners of Divisions, Central Provinces,

No. 81, dated 8th September 1866.

Do. No. 3, dated 14th January 1867.

Memorandum by Mr. Under Secretary H. E. Stokes.

3. The Government resolve to forward to the Municipal Commissioners the reports and papers relating to Indian censuses noted in the margin.

(True Extract).

Chief Secretary.

To the President of the Municipal Commission, Madras.
,, Sanitary Commissioner.

Exd. J. Wright.

PUBLIC DEPARTMENT.

MEMORANDUM.

The Municipal Commissioners of Madras having proposed to take a census of the inhabitants during the current year 1869, resolved* to apply to Government requesting them to contribute half the cost estimated at Rupees 25,000, on the ground that the census is "as much an Imperial as a Municipal matter."

2. References were accordingly made to the Governments of Bengal and Bombay, and to the Chief Commissioner, Central Provinces, asking for information as to the cost of the censuses taken in the towns of Bombay and Calcutta, and in the Central Provinces, and as to the manner in which the cost was defrayed.

3. From the replies to these references, it appears that the cost of the Bombay census, Rupees 25,012, was borne jointly by the State and the Bombay Municipality; that of the Calcutta census, Rupees 26,480, by the Justices alone; and that of the Central Provinces, which was simply printing charges, no special paid agency having been used, wholly by the State.

† Four pages (5—8) of the Central Provinces' Report are missing. Full information as to the system may be gathered from the Circular letters. Copies of the reports† relating to these censuses have been received, as also of the Circular letters of instructions issued to Commissioners of Divisions in the Central Provinces.

4. The report of the census of the North-West Provinces, taken in 1865, has been found in the Government Office. The cost of this census (in which special paid agency was little used†) was 18,541-2-0, which was borne by the State. The experience embodied in these reports will, no doubt, be found of great value by the Municipal Commissioners of Madras.

5. The practical hints to be gathered from these reports may be classed under three heads:—

- Preliminary Operations.
- Actual Enumeration.
- Exhibition of Results.

GOVERNMENT OF INDIA

PUBLIC.

To

THE PRESIDENT OF THE
MUNICIPAL COMMISSION,
Madras.
&c., &c., &c.

Dated May, 21st.

Recd.

Encl.

G. O. No. 21st May 1869. No. 685.

W.L.E.

Ms. 178-176.

Informing the Municipal Commissioners that on receiving a complete report of the method proposed by them for taking the census, an application will be made to the Government of India for a grant in aid of the census of Rupees 12,500.

6. The first, and not the least important, of the preliminary operations will be to disabuse

A.—Preliminary Operations. the native mind of prejudice against the census,

founded on the belief that it will be merely a forerunner of further taxation. In Calcutta and Bombay, the necessity of removing the feeling was much felt, and every endeavour was made by public meetings, circulation of pamphlets, &c., to enlist the co-operation of the leading members of the Native Community. In Bombay these appear to have been tolerably successful, but not so much so in Calcutta, where many

See paragraph 37, Calcutta Report. of the inhabitants shut up their houses and left the town to avoid the

enumeration. In Bombay also many of the poorer classes hid their families.

7. A census worthy the name must be based upon a house to house enumeration, and accordingly the preparation of full and accurate House Registers must be the first step. The Assessment Registers were taken on the basis of the House Registers in Calcutta and Bombay, and no doubt the Municipal House-rate Registers will be used by the Municipal Commissioners of Madras for the same purpose. Upon the completeness of the Census House Registers will depend in a great measure the accuracy of the results, and their primary utility as furnishing a reliable basis for sanitary statistics. It is not known to what degree the Municipal Registers fall short of completeness; but as was found in Bombay and Calcutta, they probably do so to a considerable extent; and if, as is believed, houses below a certain limit of rental (14 Rupees per annum?) are exempted from Municipal rate, it is obvious that the numbering and registering all these habitations, in order to complete the Census House lists, will form a large part of the census work, and will greatly enhance the expense. The operation should be at once commenced. In the Central Provinces and the North-West Provinces every "enclosure" in every village was numbered, and sub-numbers were assigned to each house, inhabited by a separate family, included in it. In Madras probably the Municipal tenement numbers will stand for the enclosures. Sub-numbers will have to be assigned in many cases. The house lists so prepared must also give full particulars as to the houses whether tiled or thatched, number of floors,

6. *Native Prejudice.*

7. *Census House lists.*

number of families by which each is inhabited, &c. In this preliminary operation should also be noted all vacant spaces, ghauts, &c., where, on the night of the census, people might be, for whose enumeration provision should be made.—(See Mr. Hume's Report on the Census of Etawah, paragraph 5, North-West Provinces Report, Appendix C.)

Area Statements.

8. Information as to the areas occupied in each division of the town by houses and huts, will be necessary for the tabulation of results of the census. In Calcutta these areas were arrived at by deducting from the gross area the areas of tanks, streets, roads, &c. In Bombay no attempt seems to have been made to arrive at the area occupied by the habitations of the people. The required information for Madras, or, for a great part of it, (based on the Collector's certificates,) may probably be obtained from the Collector's Office, though most likely not in the shape required for the census. Statements both of the whole area and of that occupied by the habitations are necessary as the basis for comparing the relative density of the population in the different parts. The town having been divided into such sections and sub-sections, as local knowledge and special requirements may suggest, the area statements and house lists would, of course, be made out according to these divisions.

Vagrants and Houseless persons.

9. The principle of a house-to-house enumeration, of course, fails in the case of the vagrant and houseless population, always numerous in an Indian city. The only expedient is to count them in the streets, at a late hour, so as to avoid as much as possible the danger of enumerating with them persons really belonging to the housed population. In the North-West and Central Provinces, and also at the English census of 1861, all persons absent from their houses on ordinary night duty, or who regularly returned in the morning, were included in the enumeration returns of their respective houses. In Bombay and Calcutta, only those present in each house were returned, and those found in the streets were counted or supposed to have been counted by the Police. (In the Calcutta Report* it

* Paragraph 70.

is somewhat naïvely remarked, that as the

Police authorities, to whom the duty of counting the vagrant and homeless population had been assigned, made no return, it was presumed that none such were to be found.) Under the Bombay and Calcutta system, it is clear that many persons must be left out, as it does not follow because a man is absent from his house, that he will be present in the streets: while, under the other system, there is danger of double enumeration. Steps can be easily taken to guard against this. The majority of those absent on ordinary night duty will be servants of Government, and precautions to prevent double enumeration may easily be taken in their case; and the street enumerators may be instructed to omit all persons found in the streets who refer to a house where they ordinarily reside. The agency of the Police seems most suitable for the work of street enumeration, and the information obtained in the preliminary operation (*supra*, paragraph 5) will be of great assistance to them. The best system for returning those absent on ordinary night duty seems therefore to be that pursued in the North-West and Central Provinces, care being taken that only persons absent on night duty within the limits of the town, are included.

10. The census of Bombay was taken on the 2nd February 1864, that of Calcutta on the 8th January 1866, that of North-West Provinces on the 10th January 1865, and that of the Central Provinces on the 10th November 1866. Mr. Plowden (in paragraph 302 North-West Provinces Report) remarks, "the cold season will always prove a fitter time than the hot weather or the rains for a house-to-house enumeration; in this country the people are less likely to be absent from their houses during the night in the cold weather than in the warmer season." The months of December or January would, therefore, probably be the most suitable time for a Madras census. An additional reason is that, at that period, when agricultural operations are going on in the adjoining country, the fluctuating population of Madras will be at its minimum, and the census will more probably represent the normal state of the population. Further, some time will be required for the preliminary operations above mentioned. The hour at which the census should be taken depends upon the system adopted, *i. e.*, upon the extent to which the agency of the people themselves is made use of

10. *Time for taking the census.*

in the enumeration. In Calcutta the enumerators, who were directly employed in counting the people, commenced at 7 P.M., and were at work till 2 A.M. In the North-West Provinces the work was also performed at night. Where the voluntary agency of the people is relied on, the work of collecting the schedules is all that devolves upon the enumerators, and may well be performed the day following the night to which the census relates.

11. *Agency.*

11. The most important difference between the Calcutta and Bombay systems and that followed in the North-West census, consists in the degree to which the agency of the people themselves was made use of. The systems of Bombay and Calcutta were framed

upon the English model; * householders' schedules, to be filled up

by the people and collected by the enumerators, were the rule, and direct

counting by the latter the exception. In Calcutta preliminary inquiries, which must have

involved nearly as much labour as the census taking proper, were made in order to discover in what houses persons able to read and write resided, and what languages they read in; and this being ascertained, schedules were prepared and distributed accordingly, the enumeration of residents of houses containing no "literate" being made on the night of the census by the enumerators directly. The practice adopted in Bombay is not very clear from the report, but householders' schedules seem to have been distributed in all cases. In the North-West Provinces, on the contrary, the voluntary agency of the people was only used in the cases of the European Communities, and of such other persons, (a few enlightened Natives,) who *applied for* returns. Mr Plowden remarks with reference to the English system: "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 this system were adopted in the census of a large population like that of these Provinces. Great difficulties were experienced even with the small census of the Island of Bombay taken in 1864, where it is said "there is much ground

* See note as to the English system at p. 2 of the North-West Provinces Report, 1865.

† See also paragraph 11 of the Bombay Report. Similar inquiries with a view of suiting the schedules to the householders were made in Bombay.

for believing that many persons escaped being enumerated, and that the recorded number was much below the actual amount of the population." Mr. Plowden adds that, "in the few instances in the North-West Provinces in which returns were filled up by householders, the returns were those in which most omissions were found, and in which most corrections were necessary." The caste entries were invariably incorrect. He goes on to say that "it may be accepted as a fact that in extended census operations in this country," (and it would seem that the same causes would work in operations on a small scale,) "no reliance can be placed on returns filled up by house-occupiers," (paragraph 8, North-West Provinces Report, 1865.) In Calcutta, also, great difficulties were experienced. The returns distributed to householders were not fully got in for "half a month." Large numbers of the English returns were defective in the required details, and with regard to returns in the vernaculars, it was, "in very many cases, most difficult to decipher the writing, while in many returns the entries were so confused as to be of no use whatever." This involved a second inquiry by the enumerators in all such cases; and this, it is evident, detracts much from the value of the census, as affecting the simultaneity of the operation throughout the area of which the census is taken, which is the main security for accuracy. In Bombay, as we learn

from the report, subsequent correction of the schedules, which took six weeks, was required. It is evident that, under a system which reduces the voluntary agency of the people to a minimum, the amount of subsequent correction will also be minimized. The North-West Provinces' system, which proceeded upon this idea, is therefore the best for a census in India; where, in addition to the ignorance to be met with among the lower orders in England, there is the apathy of the majority, and the hostility of the remainder of the population, to be contended with. Though to dispense to the extent abovementioned with the voluntary agency of the people, would necessitate the simultaneous employment on the night of the census of a much larger number of men, yet the labour of preliminary distribution of blank returns and subsequent collection of them when filled in, would be saved, and

increased expense would most probably not result. Further, the great security for accuracy and completeness obtained by having the vast majority of the returns filled in by men who will be specially instructed for the work, would amply compensate for increased expense, if such did result. The Sections of the Municipal Act relating to the census (227 to 229) seem to complete the system adopted in Calcutta and Bombay, and provide that schedules shall be left at each house at least four days before the census; and also enact certain penalties for occupiers who neglect or refuse to fill them up.*

This is to be regretted, as it may prevent the better system being adopted in the case at least of the Native town.

* The Sections were perhaps copied from the proposed Bombay Census Act, which was disallowed by the Home Government.

The censuses of Bombay and Calcutta, as well as of the North-West and Central Provinces, were taken without the aid of any penal enactment, and probably the Madras census could be so taken also. A census taken on the principle of direct counting by enumerators requires a penal enactment less than one conducted on the English system. The adoption of the system apparently contemplated by the Act is not compulsory on the Commissioners; but the penalties will be available as far as that system may be carried out. Under Section 225, the census shall be taken "in such manner as shall be directed by the Commissioners." Though the Sections of the Act are framed to meet a particular system, the adoption of that system is not thereby rendered obligatory on the Commissioners.

12. Preliminary Enumeration.

12. Another important particular in which the North-West Provinces' system differed from those adopted in Bombay and Calcutta, was the taking of a preliminary census of the fixed population, excluding strangers, casual visitors, and travellers. The returns of preliminary enumeration were merely corrected according to circumstances on the night of the final census-taking, when strangers and visitors were added. In the North-West Provinces this was done everywhere. In the Central Provinces certain items consisting of the number of the enclosure and house, and the names, castes, and occupations of heads of families were entered in the returns and tested prior to the final operation.

There was, however, no preliminary enumeration such as took place in the North-West Provinces, though experimental countings were made in some cases. The advantages of a preliminary examination as made in the North-West Provinces are obvious. In the first place it ensures almost absolute accuracy in the enumeration of the fixed population, and in the information as to their castes and occupations; and in the second, by abridging the labour to be performed at the final enumeration, it enables this to be carried out by a much smaller establishment, for it is evident that one enumerator could correct 100 returns in the same time that he could fill up fifty. Thirdly, the amount of labour involved in checking, revising, and comparing returns after the final operation will be much diminished. Fourthly, in the preliminary enumeration, information is gained, before it is too late, as to the points on which doubt is entertained, or difficulty in collecting information experienced, or which require special precautions to prevent inaccurate returns being made. There is further the advantage that the enumerators in making the preliminary enumeration gain experience which will be invaluable in the final operation. There is no reason for the preliminary enumeration being made in a single night or day. It may be spread over some time, and so will not require a very numerous staff; but the shorter the time it occupies, and the less the interval between it and the final operation, the better. That interval must however be long enough to admit of appropriate tests being applied to the facts recorded.

13. The number of enumerators to be entertained is the next point requiring notice. In Calcutta, omitting the Ship Captains, Heads of Government Institutions, &c., who were appointed special enumerators, there were 220 for a population of 354,874, or one for 1613·06 persons. In Bombay one for 968 persons was employed, in the North-West one for every 100 houses, which at 4·73 persons per house gives one for 473 persons, and in England

* These figures seem sufficient to account for the alleged unsatisfactory character of the Calcutta census.

one for 642 persons.* There is no information on this point for the Central Provinces.

In Madras, from the straggling nature of the

13. Number of Enumerators.

town, probably quite as many will be required as in the North-West*;

* The number of houses in Madras is stated to be 40,000, this would give 400 enumerators as the required number. but the most straggling portion of the town is that inhabited by Europeans: and if the self-

enumeration system be restricted to them, the enumerators who work at night, say from 8 p.m., till 11 p.m., in the native quarters, can collect the European returns the following morning. In Bombay the European and Native Police assisted in distributing the schedules; but in Calcutta and the North-West, Police co-operation was not made use of. In the Central Provinces the Police, both District and Municipal, was largely used. It would be best to limit the Police Agency to the enumeration of vagrants and houseless persons. One point remains; that the enumerators selected should be, as far as possible, employed in those parts of the town where they reside. As elsewhere the census of the Fort, Penitentiary, and other public institutions, and of the Police, should be taken by the Government servants at the head of each. Ship Captains should be appointed enumerators for their vessels. The Master Attendant and the Customs Authorities should co-operate in the work of taking the census of the maritime population. This was done in Calcutta.

14. Form of enumerator's return.

14. The most desirable form† of enumerator's return must be

† The Central Provinces form will be found in paragraph 2 of the Circular letter to Commissioners of Divisions, Central Provinces, dated 8th September 1866. That for the North-West Provinces was the same.—See Report, App. A., p. 5. That for Calcutta will be found in Report, pp. 33 and 34. That for Bombay Report, App. A. Mr. Plowden's proposed form, at North-West Provinces Report, App. B., p. 119. determined with reference mainly to the system of enumeration adopted. If this be the self-enumeration plan, the simpler the form the better. That adopted in the Central Provinces and the North-West, which provides merely for giving the name, caste, and occupation of the head of the family and the numbers of male and female adults and children, is the simplest. The information furnished by such a form is, of course, meagre; and no reliable deductions as to the castes, occupations, and ages of the population can be made from it. It was assumed in those censuses that all the members of the family, (which was defined to include all those cooking and eating at a common hearth,) were of the same caste as the head. This is not a

ply to divide themselves as to their ages into adults and children, and the point at which the distinction should be made is a difficult question. In Calcutta the limit as to females was ten years; in the North-West Provinces twelve years was taken as the limit of childhood; in the Central Provinces, fourteen years; and in England fifteen years. Mr. Plowden states that the reasons for the adoption of the North-West Provinces limit, were, that with it "there is less difficulty in discriminating persons who fall under one or other of the terms than would be the case were the line of demarcation fifteen years. Most Hindoo women are mothers as well as wives at fifteen; and these appropriately fall with the latter (adult)

class.*" The unwillingness of Natives to communicate information as to their females, which is the great obstacle to accurate enumeration of them, is,

says Mr. Plowden†, "more pronounced when their females have

arrived at maturity than when they are younger, and we should expect to find more concealment practised in regard to females above twelve, than in regard to females below that age." That is, if the distinction is taken at a low age, there will be less likelihood of females being placed in a wrong class, from desire on the part of their parents to conceal facts relating to puberty, &c. If the system of self-enumeration be discarded, there is no reason why full information as to age of a slightly more reliable character than would be the case when the people age themselves, might be collected. We are informed that the ages recorded in Calcutta

were many of them estimated by the enumerators.‡ The ignorance

and carelessness of Natives on this subject is well-known§; and the

information, no matter how fully collected,

would probably not be worth much; still even a commencement of such a record would be better than nothing; and the information is obviously most important in vital statistics. The Sanitary Commissioner can judge how far the information would be sufficiently reliable for his purpose. Perhaps he may suggest that the ages

* Note p. 21, North-West Provinces Report.

† page 23.

‡ Rep., paragraph 40.

§ See North-West Provinces Report, p. 29.

16. Castes and Occupations.

should be recorded in quinquennial, decennial or other periods, and a certain amount of probability of error thus eliminated. Brahmins, and the higher castes of Sudras, can usually tell their ages with some accuracy, and, perhaps, if the information as to the ages of members of these castes were separated from the rest, it might, if the castes were found evenly distributed through the city, furnish a reliable basis for deductions as to the conditions of native life in Madras.

16. The great difficulty which seems to have been felt on this point was the want of uniformity in the returns. Some gave minute subdivisions which were unimportant, while, in other cases, especially returns made by Europeans, it was considered sufficient to state whether a man was a Hindoo or a Mahomedan. The remedy for this difficulty is suggested by Mr.

Plowden.* He says, "it will be advisable to furnish the enumerators with standard lists of castes and occupations, especially the latter." A standard list of castes might readily be prepared by some of the native Municipal Commissioners, but to guard against its possible incompleteness the enumerators should be required to record the caste of any person who objected to being included in any of the standard castes. The framers of the list could afterwards decide whether or not the alleged difference of caste was practically real. In Mr. Plowden's classification of occupations, he used the system of Dr. Farr given in Note V. to the N. W. P. Report. All occupations

are reduced in it to six classes,† which are subdivided into 18 orders. The division seems

logical and clear, but the list is too abstract to be put into the hands of enumerators. It may well be used as a classification after the occupations have been recorded just as stated by the people.

A different classification of occupations was attempted in Bombay;‡

but it is less clear, and the divisions are not so distinctly marked as in Dr. Farr's. In Calcutta the occupations were not classified though recorded, apparently because the information was considered unreliable. In the censuses of the Central Provinces and the North-West, the occupation of the head of the family was alone

* First five classes "Producers," the last class is "Indefinite and non-productive."

† There are 14 classes—See paragraph 50, Bombay Report.

‡ attempted in Bombay;‡

recorded, and it was assumed, as has been said, that all the members were of the same occupation as the head of the family. The true numbers engaged in each must, therefore, be found, says Mr. Plowden, by dividing the gross number by 4.73, the average number of persons to a family. This is an exceedingly clumsy expedient, and must evidently lead to inaccurate results; especially in the large towns, where, as in Madras, many members of the same family must be engaged in totally different occupations. In Bombay the tabulation was performed by classing the occupations, not according to the number engaged in each, but according to the

number fed by the pro-

fits derived from it;*

i. e., it seems, the num-

ber returned as belonging to the families of persons practising each means of livelihood. It does not appear how the Bombay authorities dealt with families when several members had different recorded occupations; though these cases must have been many.

17. Information as to religions (except the great division into Hindoos and Mahomedans) was not sought for in any of the censuses under review, nor does it seem of much importance; though it would be interesting to know the relative preponderance in Madras of the Saivas and Vaishnavas, with reference to the theory that the former religion is of Southern Indian origin. Attempt should be made to collect particulars as to lame, blind, dumb, leper, and insane persons, though it cannot be hoped that full information on such points can be obtained. In Bombay the number of insanes furnished by the population could not be ascertained, as the number in the Lunatic Asylum, who came from all parts of the Presidency, was included and given in the lump. This difficulty could be easily counteracted by requiring from the head of the Asylum information as to birthplace or as to places whence the patients came; which would probably be obtainable.

18. The tabulation of the returns depends so much upon the nature of the facts which it is considered desirable to investigate that it had better be left to the Sanitary Commissioner to manipulate the figures. The principal points of interest seem to be—

18. *Tabulation of returns.*

(i.) The density of the population in the several quarters and divisions of the town.

(ii.) The distribution of the several nationalities, castes, and occupations.

(iii.) The proportion between the sexes in the several nationalities and castes, and in the population as a whole.

(iv.) The proportion of the population at the several periods of age, to be compared with European results. These points should be given for each section and division.

19. Mr. Plowden's reasoning* on the great disparity between the

* P.p. 37 to 43, North-West
Provinces Report. sexes usually found in Indian censuses is very

interesting. He attempts to show that it is principally due to two natural laws of population, deduced from European experience. These are—

(i.) In high latitudes, females exceed the males; in lower latitudes,

* There are, even in the evidence brought forward by Mr. Plowden, remarkable exceptions to this rule. the tendency is the reverse.*

(ii.) The percentage of male births from fruitful marriages is in direct and increasing proportion to the excess of the age of the male parent over that of the female. This law, from the peculiar customs as regards marriage of both Hindoos and Mahomedans, has peculiar scope for operation in this country. The small value attached to female life in this country, tends also, in Mr. Plowden's opinion, to produce the effect, by increasing the mortality in female infant life; but little of the disproportion is due to female infanticide.

* Percentage of females

N. W. P.	86.49	} 95.4	To produce such a disparity* as that found in the North-West Provinces, or the Punjab, it should go lengths dreadful to contemplate. Probably concealment of their females by the people has as much to do with the disproportion as anything else. The disparity in the Central Provinces was much less than in the Punjab or North-West. The great disparity in Bombay is attributed to the large numbers of male adventurers who flocked to it, in 1864, for purposes of trade.
Central Provinces.	95.4		
Punjab ...	81.8		
Bombay. ...	53.92 whole population. 57.47 land population.		
Calcutta.	68.83		

H. E. S.

I also submit that the Municipal Commissioners be informed that the Government request that Drs. Ranking and Montgomery, the Sanitary Commissioner and Secretary, be added to the Census Committee, with a view to the information specially required for sanitary purposes being secured when the method for taking the census is being devised.

R. S. ELLIS,
Chief Secretary.

NOTE.—It is not compulsory on the Commissioners to take a census, but the inconvenience of not having an accurate estimate of the population is apparent. It meets us in every branch of the administration, Fiscal, Police, and Sanitary. It is, therefore, very desirable that the aid of Government should be given to the Municipal Commissioners for the acquisition of this knowledge, which is quite as necessary to the State as it is for purely Municipal purposes. We have the precedent of Bombay to support an application to the Government of India for sanction to the expenditure of 12,500 Rupees by the State for this purpose. It is probable that the total cost will not exceed 25,000 Rupees.

R. S. E.

This is a very useful
paper - and will doubtless
be of great assistance to the
General Committee.
I would adopt the
suggestion of Mr. Child
relating to it.

3
A1 ✓

1004

* Meeting of 10th Dec^r/68.

Memorandum.

The Municipal Commissioners of Madras having proposed to take a census of the inhabitants during the current year 1869, resolved to apply to Government requesting them to contribute half the cost estimated at Rs. 25000, on the ground that the census is "as much an Imperial as a Municipal matter."

2. References were accordingly made to the Governments of Bengal and Bombay, and to the Chief Commissioner, Central Provinces, asking for information as to the

Cost

cost of the censuses taken in the towns of Bombay and Calcutta and in the Central Provinces, and as to the manner in which the cost was defrayed.

3. From the replies to these references, it appears that the cost of the Bombay Census, Rs 25,012 was borne jointly by the State and the Bombay Municipality; that of the Calcutta Census, Rs 26,480 by the justices alone; and that of the Central Provinces, which was simply printing charges, no special paid Agency having been used, wholly by the State. Copies of the reports, relating to these censuses have been received, as also

* Four pages (5-8) of the Central Provinces report are missing. Full information as to the system may be gathered from the Circular letters.

* This was only in large towns; the ordinary enumerators were the Patoâris.

also of the Circular letters of instructions issued to Com. Commissioners of Divisions in the Central Provinces.

4. The report of the Census of the North West Provinces, taken in 1865, has been found in the Government Office.

The cost of this census (in which special paid Agency was little used*) was 1854-20 which was borne by the State. The experience embodied in these reports, will no doubt be found of great value by the Municipal Commissioners of Madras.

5. The practical hints to be gathered from these Reports, may be classed under these heads:

Preliminary Operations
Actual Enumeration
Exhibition of Results.

6. The first, and not the least important, of the preliminary operations will be to disabuse the native mind of prejudice against ~~the~~ Census, ~~which~~ founded on the belief that it will be merely a forerunner of further taxation. In Calcutta and Bombay, the necessity of removing the feeling was much felt, and every endeavour was made by public meetings, circulation of pamphlets &c. to enlist the co-operation of the leading members of the Native Community. In Bombay these appear to have been very successful, but not so much so in Calcutta, where many of

6. Native Prejudice

see para 37
Calcutta Report.

7. Census House lists.

of the inhabitants shut up their houses and left the town to avoid the enumeration.

In Bombay also many of the poorer classes hid their families.

7. A census worthy the name must be based upon a house to house enumeration, and accordingly the preparation of full and accurate house registers must be the first step. The ~~apartment~~ registers were taken on the basis of the house registers in Calcutta and Bombay, and no doubt the Municipal House rate registers ^{by the Municipal Commissioners} will be used here for the same purpose. Upon the completeness of the Census house registers, will depend in a great measure the accuracy of the results, and

and their primary utility
as furnishing a reliable
basis for Sanitary Statistics.
^{It is not}
~~We do not know~~ to what
degree the Municipal re-
sisters fall short of com-
pleteness, but ^{as was found} in Bombay
and Calcutta, they proba-
bly do so to a consider-
able extent; and if, as
is believed ~~to be the case~~,
houses below a certain limit
of rental (14 Rs. per annum?)
are exempted from Muni-
cipal rate, it is obvious
that the numbering and
registering all these habi-
tations in order to com-
plete the Census House-
lists, will form a large
part of the census work
and will greatly enhance
the expense. The operation
^{should}

34
should be at once commenced.
In the Central Provinces and
the North-West Provinces,
every "enclosure" in every vil-
lage was numbered and
sub-members were assigned
to each house, inhabited
by a separate family, in-
cluded in it. In Madras pro-
bably the Municipal tene-
ment numbers will stand
for the enclosures. Sub-
members will have to be
assigned in many cases. The
registers so prepared must
also give full particulars
as to the houses whether
kiled or thatched, number
of floors, number of families
by which ^{each} is inhabited
&c. In this preliminary
operation, should also be
noted, all vacant spaces,
ghats

shots &c., where on the night
of the Census, people might
be; for whose enumera-
tion provision should be
made. (See Mr. Hume's re-
port on the Census of Eta-
wah para 5. N. W. P. Report
Appendix C.)

8. Information as to the
areas occupied in each
division of the town by
houses and huts, will be
necessary for tabulation
of results of the Census.
In Calcutta these areas
were arrived at by deduct-
ing from the gross area,
the areas of tanks, streets,
roads &c. In Bombay
no attempt seems to have
been made to arrive at
the area occupied by the
habitations of the people.
The

The required information
for Madras or, for a great
part of it (based on the
Collector's certificate) may
probably be obtained from
the Collector's office, though
most likely not in the shape
required for the Census. Get-
ting it into shape will,
~~it is anticipated involve~~
considerable labor. State-
ments both of the whole
area and of that occupied
by the habitations are ne-
cessary as the basis for
comparing the relative den-
sity of the population in
the different parts. The
town having been divided
into such sections and
subsections, no local know-
ledge and special require-
ments may suggest, the
area statements and house-
lists

lists would of course be made out according to these divisions.

9. The principle of a house to house enumeration of course fails in the case of the vagrant and homeless population always numerous in an Indian city. The only expedient possible is to count them in the streets, at a late hour, so as to avoid as much as possible the danger of enumerating with them persons really belonging to the house population. In the North Western and Central Provinces, and also at the English census of 1861, all persons absent from their houses on ordinary night duty, or

10. Enumeration of the People.

9. Vagrants and Homeless Persons.

^x Para 70.

~~is~~ who regularly returned in the morning, were included in the enumeration returns of their respective houses. In Bombay and Calcutta, only those present in each house were returned, and those found in the streets were counted or supposed to have been counted by the Police. (In the Calcutta Report it is somewhat naively remarked, that as the Police authorities to whom the duty of counting the vagrant and homeless population had been assigned, made no return, it was presumed that none such were to be found!) Under the Bombay and Calcutta system, it is clear that many persons must be left

left out, as it does not follow ~~from~~ because a man is absent from his house, that he will be present in the streets: while under the other system there is danger of double enumeration. Steps can be easily taken to guard against this. The majority of those absent on ordinary night duty will be servants of government, and precautions to prevent double enumeration may easily be taken in their case; and the street enumerators may be instructed to omit all persons found in the streets who refer to a house where they ordinarily reside. The Agency of the Police seems

325
~~seems~~ most suitable for the work of street enumeration, and the information obtained in the preliminary operation (supra para 5) will be of great assistance to them. The best system therefore seems to be that pursued in the ^{Central} North West Provinces, care being taken that only persons absent on night duty within the limits of the town, are included.

time for taking the census. 10. The census of Bombay was taken on the 2^d February 1864, that of Calcutta on the 8th January 1866, that of North West Provinces on the 10th Aug: 1865, and that of the Central Provinces on the 10th November 1866. Mr. Plowden (in para 302 N.W.P. Report) remarks the

"the cold season will always
prove a fitter time than
the hot weather or the
rains for a house to house
enumeration in this country
--- the people are less
likely to be absent from
their houses during the
night, in the cold weather
than in the warmer season.
The months of December
or January, ^{therefore} would probably
be the most suitable time
for a Madras Census. An
additional ~~reason~~ ^{that} is, at
that period when agricul-
-tural operations are going
on in the adjoining country
the fluctuating popula-
-tion of Madras will be
at its minimum and
the Census will more pro-
-bably represent the
normal

normal state of the popu-
-lation. Further, some time
will be required for the
preliminary operations
above mentioned. The hour
at which the census
should be taken depends
principally upon the sys-
-tem adopted, ^{i.e.} upon the
extent to which the agency
of the people themselves
is made use of in the
enumeration. In Calcutta
the Enumerators, who were
directly employed in count-
-ing the people, commenced
at 7 p.m. and were at
work till 2 ~~a~~ m. In the
North West Provinces the
work was also performed
at night. Where the volun-
-tary agency of the people
is relied on, of course, ^{the}

the work of collecting the
schedules is all that de-
volves upon the Enume-
rators, and may well be
performed the day following
the night to which the
Census relates.

11. The most important
difference between the
Calcutta and Bombay
systems and that followed
in the North West Census,
consists in the degree to
which the agency of the
people themselves was
made use of. The systems
of Bombay and Calcutta
were framed upon the
English model, householders
schedules, to be filled up
by the people and collected
by the Enumerators were
the

also para 11 of the Bombay
Act. Similar enquiries with
view of uniting the schedules
to householders were made
Bombay.

the rule, and direct counting
by the latter ~~the~~ exception.
In Calcutta preliminary
enquiries which must have
involved nearly as much
labor as the census taking
proper, were made in order
to discover in what houses
persons able to read and
write resided, and what
languages they read in; and
this being ascertained, sche-
dules were prepared and
distributed accordingly,
the enumeration of resi-
dents of houses contain-
ing no "literate" being
made on the night of
the Census by the Enume-
rators directly. The prac-
tice adopted in Bombay
is not very clear from the
report, but householders
schedules

See note as to the English system
at p. 2 of the N.W.P. Rep. 1865.

schedules seem to have been distributed in all cases. In the North West Provinces on the contrary the voluntary agency of the people was only used in the case of the European Communities and of such other persons (a few enlightened natives) who applied for returns.

Mr. Plowden remarks with reference to the English system, "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 this system were adopted in the census of a large population like that of these

39
these Provinces. Great difficulties were 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 was much below the actual amount of the population".

Mr. Plowden adds that in the few instances ^{in the N.W.P.} in which returns were filled up by householders, the returns were those in which most omissions were found, and in which most corrections were necessary. The caste entries were invariably incorrect. He goes on to say that "it may be accepted as a fact that

that in extended census
operations in this country
(and it would seem that
the same causes operate
in operations on a small
scale) "no reliance can
be placed on returns filled
up by house occupiers,"
(Hara & N.W.P. Rep: 1865.) In
Calcutta also great diffi-
culties were experienced -
the returns, ^{distributed to householders} were not fully
got in for "half a month."
Large numbers of the
English returns were de-
fective in the required
details, and with regard
to returns in the Vernacu-
lar, it was in very
many cases most dif-
ficult to decipher the
writing, while in many
returns

Hara: 17.

returns the entries were so
confused as to be of no use,
whatever." This involved a
second enquiry by the In-
spector in all such cases,
and thus it is evident de-
tracts much from the
value of the census, as
affecting the
simultaneity of the operation
throughout the area of which
the census is taken, which
is the main security for
accuracy. In Bombay also,
as we learn from the re-
port, subsequent correction,
which took six weeks, was
required. It is evident that
under a system which re-
duces the voluntary agency
of the people to a minimum,
the amount of subsequent
correction, will also be mi-
nimized, and therefore the

North

North West Provinces,
-tem, which proceeded upon
this idea, is the best for
census in
a India; ~~where~~; where
in addition to the ignorance
to be met with among the
lower orders in England,
there is the apathy of
the majority, and the
hostility of the remainder
of the population, to be
contended with. Though
to dispense to the extent
above mentioned, with the
voluntary agency of the
people, would necessitate
the simultaneous em-
ployment on the night
of the census of a much
larger number of men,
yet the labor of prelimi-
nary distribution of blank
returns

returns and subsequent
collection of them were fitted
in, would be saved, and in-
creased expense would most pro-
bably not result. Further,
the great security for accuracy
and completeness obtained
by having the vast major-
ity of the returns filled in
by men who will be specially
instructed for the work, would
amply compensate for in-
creased expense, if such
did result. The sections
of the Municipal Act re-
lating to ^{the} census (227-229)
seem to contemplate the
system adopted in Calcutta
and Bombay, and provide
that schedules shall be
left at each house at
least four days before
the census; and also enact
certain

certain penalties for occu-
-pied who neglect or refuse
to fill them up.* This is
to be regretted, as it may
perhaps prevent the better
system being adopted in the
case at least of the Native
towns. The Censuses of Bom-
-bay and Calcutta as well
as of the North West and
Central Provinces were
taken without the aid of
any penal enactment, and
probably, the Madras Censuses
could be so taken also.
A census taken on the
principle of direct count-
-ing by Enumerators re-
-quires a penal enactment
less than one conducted
on the English system.

The adoption of the system
apparently contemplated
by

* The sections were probably
copied from the proposed Bom-
-bays Census Act which was dis-
-allowed by the Home Govt.

by the Act, is not compul-
-sory on the Commissioners, ^{they}
but the penalties would be
available as far as that
system was carried out.
Under Section 225, the Censuses
shall be taken "in such
manner as shall be directed
by the Commissioners". Though
the sections of the Act are
framed to meet a particular
system, the adoption of that
system is not rendered
obligatory on the Commissioners.

Preliminary Enumeration. 12. Another important
particular in which the
N.W.P. system differed
from those adopted in
Bombay and Calcutta, was
the taking of a preliminary
census of the fixed popu-
-lation, excluding strangers,
casual visitors and Travellers.
The

The returns of preliminary
enumeration were merely
corrected according to cir-
-cumstances on the night
of the final census taking,
when strangers and visitors
were added. In the North
West Provinces, this was
done every where. In the
Central Provinces, certain
items consisting of the
number of the enclosure
and house, and the names,
castes and occupations
of heads of families were
entered in the returns and
tested prior to the final
operation. There was, how-
-ever, no preliminary enu-
-meration such as took
place in the North West
Provinces, though experimental
countings

Countings were made in some
cases. The advantages of
a preliminary examination as made
in the N.W.P. ~~the census~~ are obvious. In
the first place it ensures
almost absolute accu-
-racy in the enumeration
of the fixed population,
and in the information
as to their castes and
occupations; and in the
second, by abridging
the labor to be performed
at the final enumeration,
it enables this to be
carried out by a much
smaller establishment,
for it is evident that one
enumerator could correct
100 returns in the same
time that he could fill
up 50. Thirdly, the amount
of labor involved in checking
revising

revising and comparing re-
turns after the final
operation will be much
diminished. Fourthly, in
the preliminary enumera-
tion, information is
gained, before it is too
late, as to the points on
which doubt is entertained,
or difficulty in col-
lecting information ex-
perienced, or which require
special precautions to
prevent inaccurate re-
turns being made. There
is further the advantage
that the enumerators in
making the preliminary
enumeration gain expe-
rience which will be
invaluable in the final
operation. There is no reason
for

49/
for the preliminary enumera-
tion being made in a
single night or day. It
may be spread over some
time, and so will not
require a very numerous
staffs.
13. The number of enumera-
tors to be entertained
is the next point requiring
notice. In Calcutta, omit-
ting the Ship Captains,
Heads of Government In-
stitutions &c., who were
appointed special num-
erators, there were 220
for a population of 354,874
or one for 1613.06 persons.
In Bombay one for 968 per-
sons, in the North West
one for every 100 houses
which at 4.73 persons
per

per house gives one for 473
persons, and in England
one for 642^x persons. There
is no information on
this point for the Central
Provinces. In Madras,
from the straggling nature
of the town, probably
quite as many will be
required as in the North
West;^x but the most strag-
gling portion of the town
is that inhabited by
Europeans: and if the self
enumeration system be re-
stricted to them, the enumer-
ators who work ^{at night}, say
from 8 p.m. till 11 p.m.
in the native quarters,
can collect the European
returns the following
morning. In Bombay
the

^x These figures seem sufficient
to account for the alleged in-
satisfactory character of
the Calcutta Census.

^x The number of houses in
Madras is stated to be 40,000;
this would give 400 enumerators
as the required number.

51
the European and Native
Police assisted in distributing
the schedules, but in Calcutta
and the North West, Police
Co-operation was not made
use of. In the Central
Provinces, the Police, both
district and municipal
was largely used. It
would be best to limit
the Police Agency to the
enumeration of Vagrants
and houseless persons.
One point remains, that
the enumerators selected
should be as far as pos-
sible employed in those
parts of the town where
they reside. The census
of the Fort, Penitentiary
and other public insti-
tutions, and of the Police
will

will be taken by the Government Servants at the head of each. Ship Captains will be appointed Enumerators for their vessels.

The Master Attendant and the Customs Authorities should co-operate in the work of taking the Census of the Maritime Population. This was done in Calcutta.

14. The most desirable form of Enumerators return, must be determined with reference mainly, to the system of enumeration adopted. If this be the self enumeration plan, the simpler the form the better. That adopted in the Central Provinces and the North West, which provides merely for

Form of Enumerators return.

*The Central Provinces form will be found in para 2 of the Circular letter to Comrs of Divisions, Cent. Provs. dated 8 Sep. 86. That for the N.W.P. was the same See Report App. A. p. 5. That for Calcutta will be found in Rep. pp. 33, 34. That for Bombay Rep. App. A.

Mr. Howden proposed form, at N.W.P. Rep. App. B p. 117.

for giving the name, caste and occupation of the head of the family and the number of male and female adults and children, is the simplest. The information furnished by such a form is of course meagre, and no reliable deductions as to the castes, occupations and ages of the population can be made from it. It was assumed in those censuses that all the members of the family (which was defined to include all those cooking and eating at a common hearth,) were of the same caste as the head. This is not a safe assumption, as the only provision made in the Central Provinces

Provinces for enumerating
the servants, visitors &c.,
and recording their castes
and occupations, was by
a note in the remark
column which may or
may not have been inserted.
In the North West Provinces,
no directions on this point
were given, the assumption
that all members of the
family were of the same
caste and occupation as
its head, was considered
sufficient for practical
purposes. Such an assump-
tion is more plausible
in the case of the castes
of the population, than
with regard to their oc-
cupations which vary
indefinitely

indefinitely. Though the
N.W.P. form, as the most sim-
ple is the best adapted
for the census of an ignorant
native population, if they
be required to enumerate
themselves, yet if this
system be discarded for
the better one, of effecting
the census mainly through
trained enumerators, sim-
plicity in the form be-
comes a secondary con-
sideration. Trained hands
may be trusted to work
a complicated form giving
all particulars which, for
any purposes it may be
considered desirable to re-
cord. The Sanitary Com-
missioners can best judge
what information as
to

to the occupations, castes
and ages of the people
is most required for his
purpose, and the form to
be adopted should be
decided upon in consul-
tation with him.

The Calcutta and Bom-
bay forms are much
more complicated than
that used in the Central
~~Provinces~~ and ~~the~~ North
West Provinces. Both seem
faulty in many respects.
The Calcutta form gives
the ages of all adult
males (males above 10 years)
but merely classifies fe-
males as above and
below ten years of age.
Children similarly are

is curious that this
classification was adopted
for females, when a more
comprehensive and rational
was provided for the males.

4 of the form -
The form is
the best in form, but
it is not so good in substance
as the one in general
use.

57
are merely classified as to
sex; no particulars are as-
certainable as to the castes
of the females; or their races,
unless they are either Europeans,
Portuguese, Mahomedans,
or Hindus (rather an arbi-
trary classification of race,
and one which excludes fe-
males of mixed parentage).

Again from the way in which
the information is scattered
over the form, errors in
totalling it would most
likely occur. The form also
classifies adult males and
females into members into
members of the family,
servants and visitors; but
it is not easy to understand
why such information was
considered unnecessary as
regards children. No
provision

provision is made for entering particulars as to insane, dumb, blind or lame persons or lepers^x. The Bombay form is much more compact.

The ages of all the inhabitants were recorded. It is difficult to see the use of recording birth-places, as in the Bombay and Calcutta censuses, unless it were done to discriminate between the several European nationalities. In Madras, the only use of such record would be to divide the people into those of Telugu and Tamil extraction; but this it would only do partially, as many Telugu families have lived in Madras for generations.

^x The reason is given in para 39. It was thought better not to be too inquisitive.

^x Nor were they asked either in the Central Provinces, or N.W.P.

59
generations. If it be considered desirable to collect this information, it might be done better, by simply requiring Hindus to state their extraction in addition to their caste. The information as to caste, collected in the Bombay form, must have been too general for practical use. Both in Bombay and Calcutta, the names of females were not entered^x, but in both, the names of males and their relationship to the heads of families were entered. The utility of these particulars is doubtful. The chief argument in favor of inserting them is that they give a concreteness to the form which may conduce

conduce to accuracy of
enumeration. They also
render the occupations
more likely to be correct-
ly entered, than if the
mere number of males
was inserted. These are
considerable advantages
but on the other hand
the form is rendered much
more cumbersome. The form
which Mr. Plowden's ex-
perience suggested to him
as the best, is given at
page 119 of Appendix A
to the N.W.P. report. It
is very clear and simple,
provides fully for all
the points on which infor-
-mation would be really
valuable; and might even
be worked with fair
chance

Ages of people.

61
chance of success on the
self-enumeration principle.
In the hands of special
enumerators it would be
all that could be desired.
If Column 5, were so modified
as to include race, and
instructions as to the mode
of entering parentage such
as will be found at foot
of Column 4 of the Calcutta
return, the form would
be improved.

15. If the self-enumeration
principle be adopted, the
people should be called
upon simply to divide
themselves as to their
ages into adults and chil-
-dren, and the point at
which the distinction
should be made is a
difficult question.

Ch

In Calcutta the limit as
to females was ten years,
in the North West provinces
12 years was taken as
the limit of childhood,
in the Central Provinces,
14 years, and in England
15 years. Mr Plowden
states that the reasons
for the adoption of the
N.W.P. limit, were, that
with it, "there is less dif-
-ficulty in discriminating
persons who fall under
one or other of the terms
than would be the case
were the line of demar-
-cation 15 years. Most
Hindu women are mothers
as well as wives at 15,
and these appropriately
fall with the latter (adult)
class"

Note p. 21 N.W.P. Rep.

* page 23.

63
clap: The unwillingness
of natives to communicate
information as to their
females, which is the
great obstacle to accurate
enumeration of them, is,
says Mr Plowden, "more
pronounced when their females
have arrived at maturity
than when they are young
and we should expect to
find more concealment
practised in regard to fe-
-males above twelve than
in regard to females below
that age." That is, if the
distinction is taken at
a low age, there will be
less likelihood of females
being placed in a
clap, from desire on the
part of their parents
to

to conceal facts relating
to puberty &c. If the
system of self-enumeration
be discarded, there is no
reason why full infor-
mation as to age of a
slightly more reliable
character than would be
the case when the people
age themselves, might be
collected. We are informed
that the ages recorded
in Calcutta were among
of them estimates of
the enumerators. The
ignorance and carelessness
of natives on this sub-
ject is well known, and
the information no mat-
ter how fully collected
would probably not
be worth much; still

even

* Rep. para. 40

See N.V.P. Rep. p. 29.

55
even a commencement of
such a record, would be
better than nothing, and
the information is obvious,
most important in vital
statistics. The Sanitary
Commissioner can judge
how far the information
would be sufficiently re-
liable for his purpose.
Perhaps he may suggest
that the ages should be
recorded in quinquennial,
decennial or other periods,
and a certain amount
of probability of error
thus eliminated. Brah-
mins, and the higher
castes of Sudras can
usually tell their ages
with some accuracy and
perhaps, if the information

as

as to the ages of these
Castes were separated
from the rest, it might,
if the Castes were found
evenly distributed through
the City, furnish a reliable
basis for deductions as to
the conditions of native
life in Madras.

16. The great difficulty
which seems to have been
felt on this point was the
want of uniformity in
the returns. Some gave
minute subdivisions
which were unimportant,
while in other cases, es.

pecially ~~the~~ returns made
by Europeans, it was con-
sidered sufficient to state
whether a man was Hindu
or a Mahomedan. The
remedy

Castes & Occupations.

Para. 316 N.W.P. Rep.

remedy for this difficulty
is suggested by Mr. Plowden.
He says "it will be advi-
sable to furnish the enu-
merators with standard
lists of castes and occu-
pations, especially the
latter." A standard list
of castes might readily
be prepared by some of
the native Commissioners,
but to guard against
its possible incompleteness
the enumerators
should be required to re-
cord the caste of any
person who objects to
being included in any
of the standard castes.
The framers of the list
could afterwards decide
whether or not the alleged
difference

difference of caste was practically real. In Mr. Howden's classification of occupations, he used the system of Dr. Farr given in Note V to the Report. All occupations are reduced in it to six classes, which are subdivided into 18 orders. The division seems logical and clear, but the list is too abstract to ^{be} put into the hands of enumerators. It may well be used as a classification after the occupations have been recorded just as stated by the people. A different classification of occupations was attempted in Bombay, but it

* First five classes "Productive" the last class is "Indefinite and non-productive."

* There are 14 classes - See para. 50 Bombay Rep.

⁶⁹
it is less clear and the divisions are not so distinctly marked as in Dr. Farr's. In Calcutta the occupations were not classified though recorded, apparently because the information was considered unreliable. In the censuses of the Central Provinces and the North West, the occupation of the head of the family was alone recorded, and it was assumed, as has been said, that all the members were of the same occupation as the head of the family. The true numbers engaged in each must therefore be found, says Mr. Howden,
by

by dividing the gross num.
ber by 4.73, the average
number of persons to a
family. This is an excu-
singly clumsy expedient,
and must evidently lead
to inaccurate results es-
pecially in the large towns,
where, as in Madras, many
members of the same fa-
mily must be engaged
in totally different oc-
cupations. In Bombay
the tabulation was per-
formed by classing the
occupations, not accord-
ing to the number en-
gaged in each, but ac-
cording to the number
fed by the profits de-
rived from it; i.e., it
seems, the numbers returned

④ In para 48 Bombay Rep.

as belonging to 71
the families of persons
practising each means
of livelihood. It does
not appear how the
Bombay authorities
dealt with families when
several members had
different occupations;
though these cases must
have been many.

17. Information as to
religions (except the great
division into Hindus and
Mahomedans) was not
sought for in any of
the censuses under review,
nor does it seem of much
importance, though it would
be interesting to know
the relative preponderance
in Madras, of the saivasa-
and vaishnavas; with re-
ference to the theory that
the

the former religion is of
Southern Indian origin.

Attempt should be made
to collect particulars
as to lame, blind, dumb,
leper and insane per-
sons, though it cannot
be hoped that full
information on such
points can be obtained.

In Bombay the number
of insane furnished by
the population could not
be ascertained as the
number in the lunatic
asylum, who came from
all parts of the Presidency,
was included and given
in the lump. This could
be easily counteracted
by requiring from the
head

lution of returns.

head of the Asylum par-
ticulars as to birthplace,
which would probably be
obtainable.

18. The tabulation of the
returns depends so much
upon the nature of the facts
which it is considered de-
sirable to investigate that
it had better be left to
the Sanitary Commission
to manipulate the figures.
The principal points of
interest seem to be

(i) The density of the popu-
lation in the several quar-
ters and divisions of the
town.

(ii) The distribution of
the several nationalities
castes and occupations.

(iii) The proportion between
the

the series in the several nationalities and castes, and in the population as a whole.

(iv) The proportion of the population at the several periods of the age, to be compared with European results. These points should be given for each section and division.

19. Mr. Plowden's reasoning* on the great disparity between the sexes usually found in Indian censuses, is very interesting. He attempts to show that it is principally due to two natural laws of population deduced from European experience. These are,

(i) In high latitude, females exceed the males,
in

There are, even in the evidence brought forward by Mr. Plowden, remarkable exceptions to this rule.

in lower latitudes, the tendency is the reverse.*

(ii) The percentage of male births from fruitful marriages is in direct and increasing proportion to the excess of the age of the male parent over that of the female. This law from the peculiar customs as regards marriage of both Hindus and Mahomedans ~~and others~~ ^{in this country} has peculiar scope for operation. The small value attached to female life also in Mr. Plowden's opinion tends to produce the effect, by increasing the mortality in female infant life; but little of the disproportion is due to female infanticide. To produce such a

* pp. 37-48 N.W.P. Rep.

a disparity as that found in the N.W.P. or the Punjab, it should go lengths dreadful to con- template. Probably con- =caliment of their females by the people has assumed to do with the disproportion as anything else. The disparity in the Central Provinces was much less. The great disparity in Bombay is attributed to the large numbers of male adventurers who flocked to it in 1864, for purposes of trade.

28. Section 226 of the Municipal Act IX of 1867 (Madras) expressly provides that "all expenses incurred in respect of such enumeration" (of the people) shall

Percentage of females to 100 males.

N.W.P.	86.49
Centl. Provinces	95.4
Punjab	81.8
Bombay	{ 53.92 whole pop. 57.47 land pop.
Calcutta	68.83.

... shall be defrayed out of the Municipal Fund". Should the Madras Government in face of this provision con- sider that the request of the Commissioners, that half the cost of the Census should be borne by the State, is reasonable, and maybe complied with. They should at least make their consent conditional on a sketch of system of enumeration and the various ar- rangements proposed being submitted for their approval, and their sanction obtained. If the Census is to be made at all every precau- tion should be taken to ensure its success as an

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incomplete or inaccurate
census would be worse
than none.

[illegible]

Public Department.

PROCEEDINGS of the MADRAS GOVERNMENT.

^{again}
Read the following letter from the
President of the Municipal Council,
Madras, ^{dated 10th} recorded in Procs. of Govt.
dated 3rd December 1888. N. 1583.

Read also the following letters
from,

Offg. Under Secy. to the Govt. of Bengal (Mem. culis 17 February 1892 No. 125)
Chief Secy. to the Govt. of Bombay - 1 - " - 19 January 1892 No. 126.)
Secy. to the Chief Commr. Cen. Provinces. 1 - " - 20 January 1892 No. 127.)

Order thereon. N. 685, 21 Mar. 1892.

The Government
recognize the importance of
a Census of the town of
Madras as an imperial neces-
sity, as well as a municipal
one; and on receiving a com-
plete and satisfactory report
of the method proposed by
the Municipal Commissioners
for taking the census, will
be prepared to obtain the
necessary sanction of the
Government of India for
a State Contribution ^{in aid of the Census} of Rs
12,500, being half of the
estimated cost of the
operation.

The

2. The Government request that the Sanitary Commissioners D^r. Ranking and his Secretary D^r. Montgomery may be added to the Committee of the Municipal Commissioners, which it is understood has been appointed to conduct the census, in order that the information especially required for sanitary purposes may be secured.

3. The Government resolve to forward to the Municipal Commissioners the reports and papers relating to the Indian Censuses noted in the margin.

4. N.W. Provinces Census Report. 1865.
 Calcutta Census Report 1866.
 Bombay Census Report 1864.
 Central Provinces Census Report. 1866.
 Circular to Courts of Directors,
 Central Provinces, N^o 81. d/18 Sep/66.
 Do: N^o 3 d/14 January 1867.
 Memo: ~~drawn up in the~~
~~Sanitary Department.~~
 by W. Underberg. H.C. Stokes.

President of the M.C. Board,
 Sanitary Commissioners } dep.

Boat of 1186 & 2000.

Public.

To The Pres. Small. Council.

to

Dated May 21 } 1869, No 685
Recd

Nos 1/3. 176.

1861/2/3/4

informing the Suppl. Council
that on receiving a certificate
behalf of the method pro-
posed by them for taking
the census, an application
will be made to the Govt.
of India for a grant in aid
of the census of Rs. 12,500.