No. 3491.

Revenue 1871 Depart.

Board of Revenue,

MADRAS.

PROCEEDINGS, 24TH OCTOBER 1871, No. 4,481.

Dup. 1 Nov. 1871

Received 6 Encl.

OCTOBER.

No. 4,481.

Cattle disease—in certain villages of Ramalkota Taluq in Kurnool District,—Report of Collector that segregation was not attempted in case of, and that Tahsildar has been directed to explain necessity of this measure to people whenever disease breaks out, submitted to Government.

14 Ryots Co... of Dec. 1871

No 17-18

No. 1881.

8th Nov. 71.

Proceedings of the Madras Government, Revenue Department,
8th November 1871.

No. 19. Read the following Proceedings of the Board of Revenue, dated 1st November 1871, No. 4,584 :—

Read the following letter from C. E. GOVER, Esq., Census Officer, Madras, to the Secretary to the Board of Revenue, dated 26th October 1871.

WITH reference to the Board's Proceedings, dated 23rd September 1871, I have the honour to report that I have given careful attention to the question of accommodation for the Census staff. The Board mentioned the College Hall as a place that would probably suit, and could be obtained without expense. I have carefully examined and measured the hall, and find that in its present state it is neither convenient nor sufficiently commodious. The hall is encumbered with benches, and the stage with flies and other properties. The gallery is only available on two sides, the others being occupied by scenes and theatrical apparatus. It will not be easy to find available space for such of the properties as can be removed, but there is much that cannot be taken from its place. I am informed by Mr. Powell that he applied some time back for the use of a portion of the gallery for his office, but was informed by Government that they were under such an engagement with the Dramatic Society as to preclude their occupying any part of the hall. If the Dramatic Society objected then, much more will they do so now that its season is just commencing. Mr. Powell also informed me that he should feel called upon to oppose the employment of the gallery for any other office than his own. Under these circumstances it would seem that the College Hall is not available or suitable for the Census office.

2. There are, however, three premises that may be rented, which are commodious and suitably situated. They are—

(1). The house lately vacated by Lewis Milner and Co., near the Round Tannah. The rent is Rupees 110 per mensem.

(2). The shop formerly occupied by Kristnamah and Co. in Popham's Broadway. Rent Rupees 150 per mensem.

(3). The office of the late firm of C. J. Robinson and Co. in the 2nd Line Beach. Rent Rs. 200 per mensem.

3. It cannot be decided as to which of these is most suitable, until it is ascertained what number of clerks must be engaged. To this point I have given careful attention, but am unable to come to any satisfactory conclusion, since the amount of work to be done is not settled, nor the rate at which it can be performed. The amount of work to be done depends upon the extent and number of the comparative tables which should be drawn from the returns. The returns given by the Government of India express, as I understand, the minimum of work that must be done, but it will certainly be the desire of the Board to learn as much from the census as possible rather than as little as is necessary. Before leaving for England Mr. Grose verbally instructed me that this was a matter of high moment, and I may be permitted to observe that it is my own opinion that as much information as possible should be obtained from the great organization and labour the census has caused. If the Board approve I propose to do myself the honour of submitting forms of such tables as may probably be accomplished with the means and time at disposal.

4. The rate of work that may be expected I have endeavoured to learn from the tabulation now going on of the Madras Preliminary Census, but this cannot be altogether trusted as the clerks are but beginners. But allowing a large margin for this I am of opinion that not less than 150 clerks will be required, and even they will be hard pressed to do the work in the mode that would meet my hopes. At Rupees 25 per mensem this would make a monthly charge of Rupees 3,750, leaving Rupees 1,250 from the grant of Rupees 5,000, which I understand Government has sanctioned, for other charges or an increased number of clerks if necessary.

5. I am of opinion that, looking to the staff named above, Kristnamah's premises are the most suitable and therefore the cheapest of those mentioned, and that they will accommodate the requisite number of clerks at some slight expense in adapting it for the purpose. It may be taken on a monthly rent and given up if found unsuitable.

6. Turning again to the establishment I have the honour to suggest that the following initial staff be sanctioned, on the understanding that it may be increased from time to time as circumstances may require:—

				RS.	A.	P.
85 Clerks, at Rupees 25 per mensem....				2,125	0	0
10 Do.	do. 35	do.	...	350	0	0
3 Supervisors,	do. 75	do.	...	225	0	0
1 Manager,	do. 175	do.	...	175	0	0
		Total	...	2,875	0	0

If an announcement be made, that service in the Census office will be counted as Government service, I think the salaries named above may be reduced to—

				Monthly. RS.	A.	P.
85 Clerks, at Rupees 20...	...	...	...	1,700	0	0
10 Do.	do. 30 ...	...	...	300	0	0
3 Supervisors,	do. 75 ...	...	...	225	0	0
1 Manager,	do. 150 ...	...	...	150	0	0
		Total ...		2,375	0	0

This reduced staff is mentioned, as it is by no means certain that all the returns will be to hand by the 1st January, and it will be well to save the cost of clerks not in full work. It will also be easier to bring a smaller staff into working order, and thus save labour and time at the outset.

7. It is highly desirable that all things should be ready on the 1st January, so that work may be commenced at once. It will be necessary to provide not only the office, but its furniture; not only the clerks, but the books and registers in which the census entries should be made.

8. Under the head of Furniture there must be provided a sufficiency of desks and benches for the clerks and of cases for the schedules, keeping the Collectorates distinct throughout. The Municipal Census Committee has provided a large number of suitable desks for its writers, and these may be made available on application to the President. There are also nineteen large cases made specially to suit the schedules; both together made in good teak-wood will not cost more than Rupees 500. The desks might be supplemented by tables lent by the U. C. S. Examination Commissioner. The tables are very small but would suffice for many clerks, and a few new desks would meet all purposes. They would probably sell, when done with, for nearly as much as they cost. The shelves for the schedules are more difficult to provide, as their manufacture requires time, and some thirty or forty would be required, so that the tabulated papers of each Collectorate may be kept quite distinct from those not yet entered.

9. The next item is that of printing every book required for the tabulation should be ready by the 1st January. This is a matter of vital importance, as the most distressing delay must otherwise result. There should be a full set of books for each Collectorate. It will also be matter for great regret if the books be not exactly suited to the purpose they are to fulfil; and it will be far better to have them thoroughly considered beforehand than to be compelled either to resort to make-shifts, or to leave interesting matters untouched for want of the necessary books for tabulation.

10. The returns divide into two groups, those required by the Government of India and those additional ones called for by the special requirements of this presidency. Under the latter head I include those subsidiary results referred to in paragraph 3.

11. I had written at some length regarding the forms forwarded by the Government of India some months back as they appeared very defective, but the new forms just received have avoided

almost every defect I had intended to note, and I would not further refer to them but for what appear to be important errors in No. 2 regarding age, and No. 6 regarding occupations. Form No. 2 deals with the *age* of the population, and exhibits the scale of ages shown in the margin. So liable to error is it in a country where few persons comparatively know their age accurately that it would be almost better to have no classification at all than to adhere to this. The blot is so palpable that argument is scarcely needed; seeing that where a man's age is uncertain he almost invariably gives the nearest ten, not because he thinks that is his age, but because it is the nearest round number. It is certain that the persons really 40 years old (say) are not more numerous than those of 38 or 47. But in the returns more persons enter themselves as 40 years old than at all the ages between 40 and 50 put together. A group, therefore, including persons of 40 years and under 50 has its whole weight at one extremity instead of near the middle. But this does not exhaust the errors. Persons from 35 to 45 (say) return themselves as 40, that being the nearest round number. But it is likely that there will be as many under 40 as above 40 who thus represent themselves of that age. But seeing that 40 is the lowest limit of the group all those from 35 to 40 who return the latter age are placed in the wrong group, as they really belong to the group 30 to 40. They are thus returned as ten years older than they are. We, therefore, see that the grouping in tens necessarily presents two gigantic errors, 1st, that its whole weight is at the lower extreme; 2nd, that of this mass at the lower extreme it may be expected that one-half belongs to the previous group.

1 to 6 years.
6 to 12 do.
12 to 20 do.
20 to 30 do.
30 to 40 years.
40 to 50 do.
50 to 60 do.
Above 60 do.

12. The true mode of grouping is to place the mass liable to error as near the middle as possible. But the inaccurate figure is the ten. This then must be placed in the middle, and the group becomes 35 to 45, and so on. With this classification it is almost impossible to go wrong; for every person who now represents himself as 20 a margin of five years on both sides is allowed, and if he be within that margin he will still be in the right group.

13. I venture to illustrate the point by reference to the actual results of the preliminary census of Madras Town. Reducing the figures to manageable numbers the proportions actually given are as in the margin. Under the system laid down by the Government of India the group of 30 to 40 will contain 397 persons, and they will represent a mean age of 35 when compared with the tables of other countries. But the real mean of the figures is not 35 but 32, as the mass is all at the lower end. But the actual average age is lower still, for half the persons at 30 may be supposed to belong to the previous group. We have, therefore, a certain minimum error in the average of nearly three years, and a probable minimum error of four-and-a-half years. Now if the same returns be grouped so as to have the ten in the centre we have the group 35 to 45, representing a mean of 40. But the real average of the figures given is 38·3, showing a maximum error of less than two years instead of a minimum of three years in the other system; while there is but little probability that any man has been placed in the wrong group, seeing that he must be more than five years out in his own reckoning before he can be wrongly placed. It is obvious that no reliance could be placed on any comparison of Indian ages with European as long as the grouping runs by the tens. Looking to the fact that the actual average of persons between 35 and 45 is under 40, owing to the larger number of persons at the lower ages, it is apparent that the average of 38·3 years is almost coincident with the true average had every person given his right age.

Age.	Persons.	Age.	Persons.
30	217	38	12
31	3	39	5
32	17	40	173
33	13	41	1
34	8	42	6
35	100	43	6
36	20	44	5
37	2		

14. There is another serious defect in this grouping. The first four classes are as in the margin. Now these classes do not correspond with any natural change. An infant becomes intelligent at five, boyhood does not cease at twelve years. It has been usual to group as follows:—

Under 1 year.
1 Year to 6.
6 Years to 12.
12 Years to 20.

0 to 5, 5 to 15, 15 onwards. The English Census tables run in periods of five years and know

nothing of six years or twelve. All the Medical and Mortuary Returns in India run in like groups, and Census tables in six and twelve years will not fit in with the many important records now in existence, and which will be rendered comparatively useless if another grouping is now adopted. I cannot do better than quote the words of the second memorandum of the Madras Census Committee, in paragraph 15:—

Age.

"45, Under this head it is proposed to employ the following divisions, which will speak for "themselves:—

Under 1 year.	From 4 to 5 years.	From 25 to 35 years.
From 1 to 2 years.	Do. 5 to 10 do.	Do. 35 to 45 do.
Do. 2 to 3 do.	Do. 10 to 15 do.	Do. 45 to 55 do.
Do. 3 to 4 do.	Do. 15 to 25 do.	Above 55 years.

These classes are those in which the Mortuary Returns of the Madras city have for many years past been drawn up. As the age inquiry is chiefly for the purpose of enabling an accurate valuation of the vital statistics of Madras to be made, it is obviously desirable to make the comparison as easy as possible, by throwing the tables into the same form. The Committee have been the more anxious to adopt the proposed divisions, because they admit of ready and easy assimilation with the Mortuary Tables which, under the orders of Government of India, are to be employed in future in all Returns of Deaths throughout India. They see also the further advantage that the English Registration Tables are in the same form, and that it will be easy to make many valuable comparisons with the Life Tables of the mother country."

15. This passage was drawn up under the advice of the Sanitary Commissioner, and has received the sanction of the Madras Government. I am, therefore, of opinion, that the classification noted in the margin should be adopted. Should it be thought that the orders of the Government of India are too positive to permit of their being re-considered, I am of opinion that the following scale should be adopted, including both systems, and therefore providing for all requirements.

0 to 5	35 to 45
5 to 10	45 to 55
10 to 15	55 to 65
15 to 25	Above 65
25 to 35	

1 to 5	6 to 12	12 to 20
1 to 6	10 to 15	20 to 25
5 to 10	15 to 20	25 to 30, and so on in periods of five years.

16. This table will be awkward and difficult in the years under 20, and lengthy throughout, but it will be well to suffer this rather than lose the power of comparing our census with those of other countries, and of utilizing the great mass of vital statistics lying ready to our hands.

17. Similar remarks apply to Form No. 6 regarding occupations. The Government of India desire that "this should be compiled as much as possible in accordance with Colonel Strachey's classification." This is much to be regretted. Like the Age Tables, it leaves out of sight all previous work on the subject, and all consideration of other countries. Doctor Farr's system, with such slight modifications as are required by the peculiarities of each country, is now universally adopted. It contains six broad Divisions and nineteen Sub-divisions, all broadly marked. The Madras Census Committee carefully considered this subject, and adopted Doctor Farr's classification with such slight modifications as India made necessary. Government have sanctioned this, and it can be at once placed in comparison with the returns of the whole civilized world. Colonel Strachey's list is a new one and will compare with nothing previously existing. On the other hand, seeing that all occupations will be separately returned, their classification in any mode is easy; and I would, therefore, recommend that while one table should exhibit Colonel Strachey's classification and thus carry out the instructions of the Government of India, a second should give them under Doctor Farr's system, modified as above, for comparison with the world generally.

18. It is necessary to point out that the new forms, which only reached Madras on the 13th instant, after the preliminary census was complete, make some radical changes in the census

requirements and actually furnish a new enumerator's schedule. It appears utterly impossible to throw over at this date the work of the preliminary census in so important a matter as the house-holder's form, and though its advent earlier would have been very gratefully received, as it is simpler than the form previously authorized, it is quite certain that the schedules already filled up must be maintained as the base of the final enumeration, else the work and its testing will have to be done over again. I therefore venture to leave this out of the question.

19. But the prescribed forms require more from the simpler schedule than had been desired from the earlier one. Thus it has hitherto been thought advisable to discourage the rendering of minute distinctions under the head of religion. Now, the Government of India requires that religious sects should be given "in as great detail as practicable," and this under every great head. It is not now necessary to touch the question as to which is the preferable course. Under the regulations formerly issued, religious sects will not be given in detail. Had time been given, the wishes of the Government of India could easily have been met, but I greatly question whether it is possible at this date to issue orders that shall have descended to the enumeration in all or many parts of the country by the 14th November. Looking to the time required for drawing, printing and circulating the instructions, and to the fact that obedience to such instructions would require so much time that the final census would really occupy many days, it is doubtful whether any action at this date would answer the purpose.

20. But this is not all. The Government of India also require in Form 5 B. that the statement of race, caste, etc., shall be equally detailed. They require not only that the smallest castes should be given but even, the gotrams in the caste (an utter impossibility in this part of India). This in itself must be an enormous task, and it must rest with the Board to decide whether it can now be undertaken.

21. If the Board should feel that it cannot now be undertaken, I am of opinion that the requirements of the Government of India will be sufficiently met by the following arrangement:— Each Tahsildar should be required to draw up in detail a statement of the sects, castes and races in his taluq, with remarks explanatory of the peculiarities of each, for this is also required by the Supreme Government. The Tahsildar should attach a table, giving the approximate strength of each sect or caste given by him, and thus the Returns of the whole Presidency would enable the Census Officer, with the general census tables before him, to come to a fairly accurate idea of the strength of each. If the Board should see fit to offer some reward for the best return thus furnished, it is probable that a very valuable set of papers would result. A similar course was adopted in Mysore some years back in answer to a requirement of the Government of India, and Colonel Puckle's Summary is a valuable paper. I believe that in this way the desires of the Government of India will be met, while there will be no necessity for the issuing of new instructions or the re-modelling of the old Schedules.

22. Another form to which I must draw attention is 3 A. with its dependent sheet of percentages 3 B. It deals with the subject of education and demands "the number able to read and write, *or under instruction*" at various ages. Those under instruction cannot be learned from the schedules now in use. Nor indeed can it be drawn from the revised schedules sent with the forms under notice. For reasons given before, I am of opinion that it is quite too late to issue new instructions on this point and that the schedules must remain as they are. It would appear that it would be an easy thing for the Director of Public Instruction to give the return required, but it is not so. The views of the Government of India go much beyond the schools on the Director's List; as the information most desired regards the Pyal and other Native schools which know nothing of Inspectors or Universities. I fear it will be necessary to take a supplemental census of schools throughout the Presidency. In Madras city the point was foreseen, and the number of schools of each class was carefully taken. If instant measures are adopted it may be possible to get, in the final census, a complete list of schools in each locality, and it will then not be difficult for the District Officers and the Municipalities to furnish a statement of the number of pupils, etc., in such a mode as the Board may decide upon. In the districts which could scarcely be reached by the 8th or 9th November, there are few schools

of any kind in existence, and there will be little lost by delay. In any case it is most important that the number of girls under education should be very carefully returned.

23. I had intended to have addressed the Board on other subjects, noted in paragraphs 3 and 10, but the arrival of the new forms and the necessity of an early decision upon the various questions that arise out of them, lead me to submit this portion at once and to ask that I may be permitted to address the Board further.

24. It is right to take the same opportunity of asking the permission of the Board for the purchase of such books of reference as may be necessary, especially those bearing on the results of the Census taken in Europe and America in May last. It is probable that a country like Madras will offer many points of interesting comparison with the more backward parts of Europe, as Spain, Italy or Austria ; and I am anxious to obtain an early perusal of their results. The Journals of the Satistical Society and Society of Actuaries are specially desirable, as are a few other books that I need not particularize. The charge would come under the head of Contingencies, but it is not wise to delay the ordering till January. I shall be happy to meet the present outlay, if the charge may be debited when the office is established. Lastly, I beg that I may be permitted to see the early Settlement reports and other records of the Revenue Board and Government Office in order that it may be possible to obtain the fullest information regarding the population in previous decades, so that a sketch of the progress of population and its true rate of increase may be given.

The Board resolve to submit for the orders of Government the foregoing letter, in which Mr. Gover reports on the preliminary arrangements and strength of establishment required for the work of tabulating the Census Returns.

2. *Paragraphs* 1, 2, 3, *and* 5.—The first subject touched upon by Mr. Gover is his office-accommodation. The Board had suggested the use of the old College Hall, Nungumbakum, but for the reasons now stated by Mr. Gover, it is evidently not available. Three other buildings are suggested, and one of them, the one lately occupied by Kistnamah and Co., Popham's Broadway, is preferred by Mr. Gover as containing the necessary accommodation for the large staff of Clerks that will be employed on the work.

3. The Board recommend accordingly that Mr. Gover be authorized to engage this building at a monthly rent of Rupees 150 from such date as may be necessary and on the condition that it will be given up if found unsuitable. In many respects, however, the premises lately occupied by Messrs. Lewis Milner and Co. would be more convenient, and the Board trust Mr. Gover may find it possible to accommodate a sufficient staff there.

4. They also recommend that he be authorized to entertain the initial staff given in paragraph 6 of his letter. As the Government of India have but very recently ruled that short periods of service should not be allowed to count for pension or gratuity when the engagement is on the understanding that the service is to be temporary, the Board are unable to recommend the adoption of the suggestion contained in the latter part of this paragraph.

5. The Board approve of the suggestion made at the conclusion of paragraph 3, and will be glad to receive from Mr. Gover the forms of the proposed subsidiary tables of census statistics at as early a date as possible, as they will need the sanction of Government.

6. *Paragraph* 8.—In regard to the requisite furniture, the Board suggest that the President of the Municipal Commission and the Commissioner for the Uncovenanted Civil Service Examination may be requested to afford such aid as may be in their power in the way of lending furniture to Mr. Gover. They also recommend that a sum of Rupees 1,000 be *at once* placed at the disposal of that gentleman for making up such furniture as may be absolutely required. The Board will also place at his service some furniture from their own office which may be utilized if found suitable.

7. *Paragraph* 9.—It is most essential, as observed by Mr. Gover, that the printed forms and books of tabulation should be quite ready by the 1st of January. For this purpose, the Superintendent of Stationery should be authorized to supply paper and other stationery on Mr. Gover's indents from time to time. The Superintendent of the Government Press should also be instructed to print and supply Mr. Gover, on his requisition, all forms that may be required, as rapidly as possible. If press of other work at the Government Press is likely to cause delay, Mr. Gover should have power to engage private presses for doing his work.

Proceedings of the Madras Government, Revenue Department,
8th November 1871.

8. *Paragraph* 24.—The Board also recommend that Mr. Gover be allowed to purchase at Government cost the books of reference alluded to. The charge will be passed in a contingent bill, and is not likely to exceed two or three hundred Rupees. Mr. Gover should also have access to the records relating to former censuses both at the Board and in the Government Office.

9. *Paragraphs* 11 *to* 16.—In paragraphs 11 to 16, Mr. Gover discusses the defects of Form No. 2—Population classified according to age. The Board generally agree with Mr. Gover, and would add to the strength of his arguments only one fact, which is the undoubted existence of what is in fact a *national* weakness in the Hindu character, viz., the desire to conceal and understate their *age*. The Board think with Mr. Gover that his classification would have the effect of minimizing the error resulting from this cause, in the classification with reference to age.

10. *Paragraph* 17.—Form No. 6 "Occupations" is also objected to by Mr. Gover as not falling in with Dr. Farr's classification now adopted in all countries and by the Madras Census Committee. The Board see no objection to Mr. Gover's suggestion that a second table of occupations on Dr. Farr's system be compiled simultaneously with that prescribed by the Government of India.

11. *Paragraphs* 18, 19, 20 *and* 21.—The Board are of opinion with Mr. Gover that it is now far too late to introduce any changes in the Enumerators' form, in view to collating the detailed information called for by the new forms of the Government of India. They do not, however, think that Tahsildars will have it in their power to *guess* even approximately the *strength* of each sect or caste in their respective taluqs, or that their returns would be anything but deceptive if they did.

12. *Paragraph* 22.—The Board, although they consider it desirable, do not attach much importance to the subject of pyal schools, etc., in connection with the census. The information regarding pyal or indigenous schools can be easily collected through the agency of the Revenue establishments whenever it may be deemed necessary.

No. 20. Order thereon, 8th November 1871, No. 1,882.

Miscellaneous.

The Government approve and sanction all the proposals made by the Board in the above Proceedings, and direct that the necessary steps be taken for carrying them out.

2. They fully concur in opinion with the Board that it is too late to attempt any change in the primary returns, and that the defects noticed by Mr. Gover in the other forms may be met by supplementary tables.

(True Extract.)

(Signed) W. HUDLESTON,

Secretary to Government.

To the Board of Revenue.
,, the Accountant-General.
,, the Superintendent of Stationery.
,, the Supervisor, Government Press.
,, the Acting President of the Madras Municipal Commission.

From

Charles E. Gover Esqre,

Census Officer

Madras

To,

The Secretary to the

Board of Revenue

Madras

Sir,

With reference to the Board's Proceedings dated 23d September 1871 I have the honor to report that I have given careful attention to the question of accommodation of the Census Staff. The Board mentioned the College Hall as a place that would probably suit and could be obtained without expense. I have carefully examined and measured the Hall and find that in its present state it is neither convenient nor sufficiently commodious. The Hall is encumbered with benches and the stage with flies and other properties. The gallery is only available on two sides, the others being occupied by scenes and theatrical apparatus. It will not be easy to find available space for such of the properties as can be removed, but there is much

much that cannot be taken from its place.
I am informed by Mr Powell that he applied sometime back for the use of a portion of the gallery for his office but was informed by Government that they were under such an engagement with the Dramatic Society as to preclude their occupying any part of the Hall. If the Dramatic Society objected then much more will they do so now that its Season is just commencing. Mr Powell also informed me that he should feel called upon to oppose the employment of the gallery for any other Office than his own. Under these circumstances it would seem that the College Hall is not available or suitable for the Census Office.

2. There are however three premises that may be rented which are commodious and suitably situated. They are

1. The house lately vacated by Lewis Milner & Co near the Round Tannah The rent is Rs 110 per mensem.

2. The Shop formerly occupied by Kristnamah & Co on Popham's Broadway Rent Rs 150 per mensem.

3. The office of the late firm of C. J. Robinson & Co in the 2d Line Beach Rent Rs 200 per mensem.

3. It cannot be decided as to which of these is most suitable until it is ascertained what number of Clerks must be employed. To this point I have given careful attention but am unable to come to any satisfactory conclusion, since the amount of work to be done is not settled, nor the rate at which it can be performed. The amount of work to be done depends upon the extent and number of the comparative Tables which should be drawn from the returns. The returns given by the Government of India express, as I understand, the minimum of work that must be done, but it will certainly be the desire of the Board to learn as much from the Census as possible rather than as little as is necessary. Before leaving for England Mr Grose verbally instructed me that this was a matter of high moment, and I

I may be permitted to observe that it is my own opinion that as much information as possible should be obtained from the great organization and labor the Census has caused - If the Board approves I propose to do myself the honor of submitting forms of such tables as may probably be accomplished with the means and time at disposal.

4. The rate of work that may be expected I have endeavoured to learn from the tabulation now going on of the Madras Preliminary Census, but this cannot be altogether trusted as the Clerks are but beginners. But allowing a large margin for this, I am of opinion that not less than 150 Clerks will be required and even they will be hard pressed to do the work in the mode that would meet my hopes. At Rs 25 per mensem this would make a monthly charge of Rs 3750, leaving Rs 1250 from the grant of Rs 5000, which I understand Government has sanctioned, for other charges or an increased number of Clerks if necessary.

5. I am of opinion that looking to the staff named above, Kaitnana's premises are the most

most suitable and therefore the cheapest of those mentioned, and that they will accommodate the requisite number of Clerks - at some slight expense in adapting it for the purpose - It may be taken on a monthly rent and given up if found unsuitable.

6. Turning again to the establishments I have the honor to suggest that the following initial Staff be sanctioned, on the understanding that it may be increased from time to time as circumstances may require.

85	Clerks @ Rs 25 per mensem	= Rs	2125
10	Do	35 =	350
3	Supervisors	75 =	225
1	Manager	175 =	175
		Rs	2875

If an announcement be made that service in the Census Office will be counted as Government Service, I think the salaries named above may be reduced to monthly

85	Clerks @ Rs 20	= Rs	1700--
10	Do	30 =	300--
3	Supervisors	75 =	225--
1	Manager	150 =	150--
			2375--

This reduced Staff is mentioned as it is by no means certain that all the returns will be

be to hand by the 1st January, and it will be well to save the cost of clerks not in full work. It will also be easier to bring a smaller staff into working order, and thus save labor and time at the outset.

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8. Under the head of furniture there must be provided a sufficiency of desks and benches for the clerks and of cases for the schedules keeping the Collectorates distinct throughout. The Municipal Census Committee has provided a large number of suitable desks for its writers and these may be made available on application to the President. There are also nineteen large cases made specially to suit the schedules; both together made in good teak-wood, will not cost more than Rs 500. The desks might be supplemented by tables sent by the A. C. of Examination Commissioner. The tables are very small but would suffice for many clerks, and a few new desks would meet all purposes. They would probably sell when done with, for nearly as much as they cost. The shelves for the schedules are more difficult to provide, as their manufacture requires time, and some thirty or forty would be required, so that the tabulated papers of each Collectorate may be kept quite distinct from those not yet entered.

9. The next item is that of printing. Every book required for the tabulation should be ready by the 1st January. This is a matter of vital importance; as the most distressing delay must otherwise result. There should be a full set of books for each Collectorate. It will also be matter for great regret if the books be not exactly suited to the purpose they are to fulfil; and it will be far better to have them thoroughly considered beforehand than to be compelled either to resort to make shifts, or to leave interesting matters untouched for want of the necessary books for tabulation. The

10. The returns divide into two groups: those required by the Government of India and those additional ones called for by the special requirements of this Presidency - Under the latter head, I include those subsidiary results referred to in para 3.

11. I had written at some length regarding the forms forwarded by the Government of India some months back as they appeared very defective, but the new forms just received have avoided almost every defect I had intended to note, and I would not further refer to them but for what appear to be important errors in № 2, regarding age, and № 6, regarding occupations. In Form № 2 details as to the age of the populations and exhibits the scale of ages as shown in the margin. Is liable to error is it in a country where few persons comparatively know their ages accurately, that it would be almost better to have no classification at all than to adhere to this. The blot is so palpable, that amendment is scarcely needed; seeing that where a man's age is uncertain he almost invariably gives the nearest ten, not because he

1 to 6	years
6 to 12	do
12 to 20	do
20 to 30	do
30 to 40	do
40 to 50	do
50 to 60	do
above 60	do

he thinks that is his age, but because it is the nearest round number. It is certain that the persons really 40 years old (say) are not more numerous than those of 38 or 42. But in the returns more persons enter themselves as 40 years old than at all the ages between 40 and 50 put together. A group therefore including persons of 40 years and under 50 has its whole weight at one extremity instead of near the middle. But this does not exhaust the errors. Persons from 36 to 45 (say) return themselves as 40, that being the nearest round number. But it is likely that there will be as many under 40 as above 40 who thus represent themselves of that age. But seeing that 40 is the lowest limit of the group, all those from 35 to 40 who return the latter age, are placed in the wrong group, as they really belong to the group 30 to 40. They are thus returned as 10 years older than they are. We therefore see that the grouping in tens necessarily presents two gigantic errors, 1st that its whole weight is at the lower extreme, 2d that of this mass at the lower extreme it may be expected that one half belong to the previous group -

12. The true mode of grouping is to place the mass liable to error as near the middle as possible. But the inaccurate figure is the ten. This then must be placed in the middle, and the group becomes 35 to 45, and so on. With this classification it is almost impossible to go wrong. For every person who now represents

represents himself as 40, a margin of 5 years on both sides is allowed, and if he be within that margin he will still be in the right group-
13. I venture to illustrate the point by reference to the actual results of the preliminary Census of Madras Town. Reducing the figures to manageable numbers the proportions actually given are as in the margin. Under the system laid down by the Government of India the group of 30 to 40 will contain 397 persons and they will represent a mean age of 35 when compared with the tables of other countries. But the real mean of the figures is not 35 but 32, as the mass is all at the lower end. But the actual average age is lower still for half the persons at 30 may be supposed to belong to the previous group. We have therefore a certain minimum error in the average of nearly 3 years, and a probable minimum error of 4½ years. Now if the same returns be grouped so as to have the ten in the centre, we have the group 35 to 45, representing a mean of 40. But the real average of the figures given is 38·3, showing a maximum error of less than 2 years instead of a minimum of 3 years in the other system; while there is but little probability that any man has been placed in the wrong group seeing that he must be more than five years out in his own reckoning before he can be wrongly placed.

Ages	Persons	Ages	Persons
30	217	37	2
31	3	38	12
32	17	39	5
33	13	40	173
34	8	41	1
35	100	42	6
36	20	43	6
		44	5

It is obvious that no reliance could be placed on any comparison of Indian Ages with European as long as the grouping runs by tens. Looking to the fact that the actual average of persons between 35 & 40 is under 40, owing to the larger number of persons at the lower ages, it is apparent that the average of 38.3 years is almost coincident with the true average, had every person given his right age.

14. There is another serious defect in this grouping. The first four classes are as in the margin. Now these classes do not correspond with any natural change. An infant becomes intelligent at 5; boyhood does not cease at 12 years. It has been usual to group as follows. 0 to 5, 5 to 15, 15 onwards. The English Census tables run in periods of 5 years and know nothing of 6 or 12. All the medical and mortuary returns in India run in like groups, and Census tables in 6 and 12 years will not fit in with the many important records now in existence, and which will be rendered comparatively useless if another grouping is now adopted. I cannot do better than

Under 1 year.
1 year to 6
6 years to 12
12 years to 20.

thair guide the words of the second
Memo of the Madras Sanitary Com-
mittee in para 45.

Age.

"45. Under this head it is proposed
"to employ the following divisions, —
"which will speak for themselves.

Under 1 year.
From 1 to 2 years
do 2 to 3 do
do 3 to 4 do
do 4 to 5 do
do 5 to 10 do
do 10 to 15 do
do 15 to 25 do
do 25 to 35 do
do 35 to 45 do
do 45 to 55 do
Above 55 years

These classes are those in which the
mortuary returns of the Madras
city have for many years past
been drawn up. As the age inquiry
is chiefly for the purpose of enabling
an accurate valuation of the
vital statistics of Madras to be
made, it is obviously desirable
to make the comparison as easy
as possible by throwing the tables
into the same form. The Committee
have been the more anxious to adopt
the proposed divisions because
they

0 to 5
5 to 10
10 to 15
15 to 25
25 to 35
35 to 45
45 to 55
55 to 65
above 65

they admit of ready and easy asimi-
lation with the mortuary tables which,
under the orders of Government of
India, are to be employed in future
in all returns of deaths throughout
India. They see also the further ad-
vantage that the English registration
tables are in the same form, and that
it will be easy to make many valuable
comparisons with the life tables of the
mother country."

16. This passage was drawn up under
the advice of the Sanitary Commissioner
and has received the sanction of the
Madras Government. I am, therefore,
of opinion that the classification noted
in the margin should be adopted. Should
it be thought that the orders of the Govern-
ment of India are too positive to permit
of their being re-considered, I am of
opinion that the following scale should
be adopted including both systems and
therefore providing for all requirements.

1 to 5
1 to 6
5 to 10
6 to 12
10 to 15
15 to 20
12 to 20
20 to 25
25 to 30 and so on in periods
of five years.

This table will be awkward
and difficult in the years under 20,
and

and lengthy throughout, but it will be well to suffer this rather than lose the power of comparing our census with those of other countries and of utilizing the great mass of vital statistics lying ready to our hands.

17. Similar remarks apply to Form 26 regarding occupations. The Government of India desire that this should be compiled as much as possible in accordance with Colonel Bleachey's classification. This is much to be regretted. Like the age tables it leaves out of sight all previous work on the subject and all consideration of other countries. Dr. Farr's system, with such slight modifications as are required by the peculiarities of each country, is now universally adopted. It contains six broad divisions, all broadly marked. The Madras Census Committee carefully considered this subject, and adopted Dr. Farr's classification with such slight modifications as India made necessary. Government have sanctioned this and it can be at once placed in comparison with the returns

of

+19 sub-divisions

of the whole civilized world. Col. Bleachey's list is a new one and will compare with nothing previously existing. On the other hand, seeing that all occupations will be separately returned, their classification in any mode is easy, and I would, therefore, recommend that while one table should exhibit Colonel Bleachey's classification and thus carry out the instructions of the Government of India, a second should give them under Dr. Farr's system, modified as above, for comparison with the world generally.

18. It is necessary to point out that the new forms, which only reached Madras on the 13th instant, after the preliminary Census was complete, make some radical changes in the Census requirements and actually furnish a new Enumerator's schedule. It appears utterly impossible to throw over at this date the work of the preliminary census in the important a matter as the householders form, and though its advent earlier would have been very gratefully received, as it is simpler than the form previously authorized, it is quite certain that the schedules already filled up must

must be maintained as the base of the final enumeration, else the work and its testing will have to be done over again. I therefore venture to leave this out of the questions.

19. But the prescribed forms require more from the simpler schedule than had been deemed from the earlier one. Thus it has hitherto been thought advisable to discourage the rendering of minute distinctions under the head of religion. Now, the Government of India requires that religious sects should be given "in as great detail as practicable", and thus under every great head. It is not now necessary to touch the question as to which is the preferable course. Under the regulations formerly issued religious sects will not be given in detail. Had time been given the wishes of the Government of India could easily have been met, but I greatly question whether it is possible at this late to issue orders that shall have descended to the enumeration in all or many parts of the country by the 16th November. Looking to the time required

required for drawing, printing and circulating the instructions, and to the fact that obedience to such instructions would require so much time that the final returns would really occupy many days, it is doubtful whether any action at this date would answer the purpose.

20. But this is not all. The Government of India also require in Form 5 B that the statement of Race, Caste &c shall be equally detailed. They require not only that the smallest castes should be given but even the forms in the caste (an utter impossibility in this part of India). This in itself must be an enormous task and it must rest with the Board to decide whether it can now be undertaken.

21. If the Board should feel that it cannot now be undertaken I am of opinion that the requirements of the Government of India will be sufficiently met by the following arrangement. Each Tahsildar should be required to draw up in detail a statement of the sects, castes and races in his Taluq, with remarks explanatory of the peculiarities of each, for this is also required by

by the Supreme Government. The Tahsildar should attach a table giving the appropriate strength of each sect or caste given by him and thus the returns of the whole Presidency would enable the Census Officer, with the general Census tables before him, to come to a fairly accurate idea of the strength of each. If the Board should see fit to offer some reward for the best return thus furnished it is probable that a very valuable set of papers would result. A similar course was adopted in Mysore some years back in answer to a requirement of the Government of India; and Colonel Buckle's summary is a valuable paper. I believe that in this way the desires of the Government of India will be met, while there will be no necessity for the issuing of new instructions or the re-modelling of the old schedules.

22. Another form to which I must draw attention is 3A with its dependant sheet of percentages 3B. It deals with the subject of education and demands "the number able to read and write, or under instruction" at various ages.

Those under instruction cannot be learned from the schedules now in use. Nor indeed can it be drawn from the revised schedules sent with the forms under notice. For reasons given before, I am of opinion that it is quite too late to issue new instructions on this point and that the schedules must remain as they are. It would appear that it would be an easy thing for the Director of Public Instruction to give the return required, but it is not so. The views of the Government of India go much beyond the schools on the Director's List, as the information most desired regards the pyal and other native schools which know nothing of Inspectors or Universities. I fear it will be necessary to take a supplemental Census of schools throughout the Presidency. In Madras city the point was foreseen and the number of schools of each class was carefully taken. If instant measures are adopted it may be possible to get, in the final Census, a complete list of schools in each locality, and it will then not be difficult for the district Officers and the Municipalities

Municipalities to furnish a statement of the number of pupils &c., in such a mode as the Board may decide upon. In the districts which could scarcely be reached by the 8th or 9th November there are few schools of any kind in existence, and there will be little lost by delay. In any case it is most important that the number of girls under Education should be very carefully returned.

23. I had intended to have addressed the Board on other subjects noted in paras 3 and 10, but the arrival of the new forms and the necessity of an early decision upon the various questions that arise out of them, lead me to submit this portion at once and to ask that I may be permitted to address the Board further.

24. It is right to take the same opportunity of asking the permission of the Board for the purchase of such books of reference as may be necessary especially those bearing on the results of the Censuses taken in Europe and America in May last.

It

It is probable that a country like Madras will offer many points of interesting comparison with the more backward parts of Europe, as Spain, Italy or Austria; and I am anxious to obtain an early perusal of their results. The Journals of the Statistical Society and Faculty of Actuaries are specially desirable, as are a few other books that I need not particularize. The charge would come under the head of Contingencies, but it is not wise to delay the ordering till January. I shall be happy to meet the present outlay, if the charge may be debited when the Office is established. Lastly I beg that I may be permitted to see the early settlement reports and other records of the Revenue Board and Government Office in order that it may be possible to obtain the fullest information regarding the population in previous decades so that a sketch of the progress of population and its true rate of increase may be given.

I have &c
(sd) Charles E. Glover
Census Officer

26th October 1871.

True copy
J. S. Pennington
Asst Secretary

Comptr Allen Little

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St.
for
ves
the

4º 1882.

The Govt. approve
& sanction all the
proposals made by the
Bd. in the above Proc.
and direct that the Collector
steps be taken for carrying
them out. They fully concur
in opinion with the Bd. that
it is not desirable to attempt
any change in the primary
settlement & that the depart
ordered by G.O. of 7th
the Inam Commissioner

Revenue 1871 Octr.

W 3545

Proceedings of the Board of Revenue dated 1st November 1871

Rec.d &c.

Desp.d - Nov.r 171-

Tabulation of Census Returns

Report of the Govt. Census Officer, on preliminary arrangements to be made for, and strength of Establishment required, submitted to Govt. with recommendations regarding Office accommodation, furniture, and Stationery &c.

No 5882-8 November 1871

No. 19-20

Proceedings of the Madras Government, Revenue Department,
8th November 1871.

No. 21. Read the following letter from the Acting Director of Revenue Settlement, to the Secretary to Government, Revenue Department, Fort St. George, dated Madras, 6th November 1871, No. 2,221-77 :—

I HAVE the honour to submit, for the sanction of Government, a bill for Rs. 59-7-8, being the cost of printing certain departmental forms at Messrs. Graves Cookson & Co. The sum has been provided for in the budget allotment for the current year.

No. 22. ORDER THEREON, 8th November 1871, No. 1,883.

Land Revenue.

SANCTIONED, Rs. 59-7-8.

(True Extract.)

(Signed) W. HUDLESTON,
Secretary to Government.

To the Acting Director of Revenue Settlement.
,, the Accountant-General.

Exd. F. R. Bantleman.