

13.3.531

Copy to C. E. Gover, Esq.
to all Collectors.

No 169
The for. appor. and instructions
to arrange the temporary
Establishment recommended by
Mr. Grose & the B. of R.

Exd. G. A. Turton.

A copy of the map required
to be furnished to Mr. Gover

29 January 1872
Mr. B. of Rev. Dept. 2. Decy/72. M.S. sent 29/1/72
O. A. G. G. G.

Establishment.—Proposals of Mr. Gover,
Census Officer, for increasing his Establishment
and for paying the Clerks in proportion to
results, submitted for favorable consideration
of Government.—Entertainment, in meantime,
of two Writers to receive, arrange, and examine
Returns now accumulating in Census Office, autho-
rized.—Instructions issued to Mr. Gover
regarding unit of tabulation to be adopted, etc.
—All Collectors requested to see that their
returns are sent to Mr. Gover before 1st February
next.

JANUARY.
No. 121.

Received 20th

20th 25 Jan 1872

Encl.

PROCEEDINGS, 18TH JANUARY 1872, No. 121.

MADRAS.

Board of Revenue,

Nov. 1872. *Alphair*

Rs. 300.

Proceedings of the Madras Government, Revenue Department,
29th January 1872.

No. 337. Read the following Proceedings of the Board of Revenue, dated 18th
January 1872, No. 121:—

Read the following letter from C. E. GOVER, Esq., Census Officer, Madras, to the
Secretary to the Board of Revenue, dated 11th January 1872, No. 43.

I HAVE the honour to submit the following points for the consideration and
early orders of the Board. There is now no doubt that the Office Establishment
named in my letter of the 26th October 1871 is insufficient for the task it will have
to perform. The experience gained in the tabulation of the town census proves
that we cannot obtain the rate of work on which my calculations were then founded.
A few of the smartest writers can reach it, but only a few. The same experience
teaches that there must also be more elasticity in the scale of payment, in order to
make it worth the while of the clerks to put out their full strength. A sort of
payment by results, without absolutely adopting the contract system, will mani-
festly be to the advantage of Government. I have therefore to suggest that it be
permitted to me to fix a certain standard of work as requisite for obtaining the
ordinary salary of Rs. 25 already sanctioned. Writers not attaining this standard
should be reduced to Rs. 20 and Rs. 17-8-0 per mensem. I propose also to fix
two higher standards, and clerks able to meet their demands should receive Rs. 30
and Rs. 35. With this encouragement, I anticipate that many writers will attain
such facility as to make it very profitable to Government to give the higher scales
of pay. I am the more anxious to encourage skill and quickness, because the clerks
will be able to work in sets of eight, and one slow man
whole of the other seven.

2. But, even with every allowance for the success of the arrangement proposed
above, it is clear that a staff of 150 clerks will not suffice. I have gone through
the whole calculation with Mr. Grose personally. In my former letter I explained
that the establishment named might fall far short of what could be required, and
left a very large margin on the authorized outlay to meet the probable extra charge.
The sum authorized for the tabulation is Rs. 50,000. This, spread over eight
months, will give an average of a little more than Rs. 6,000 a month, while the
gross expenditure I proposed was Rs. 3,750.

3. It has also been found that the number of Supervisors is not sufficient.
There must certainly be one for each leading language—Tamil, Telugu, Canarese,
and Malayalam, while the two former require at least two each. To meet this extra
charge I propose to reduce the salaries from Rs. 75 to Rs. 50. I have therefore
to recommend the engagement of the following staff:—

	RS.	A.	P.
1 Manager and Head Accountant	175	0	0
1 Deputy Accountant	75	0	0
6 Supervisors, at 50 Rs. each	300	0	0
15 Clerks, at 35 " " " " " "	525	0	0
11 Do. at 30 " " " " " "	450	0	0
80 Do. at 25 " " " " " "	2,000	0	0
50 Do. at 20 " " " " " "	1,000	0	0
40 Do. at 17½ " " " " " "	700	0	0
1 Recorder-keeper	25	0	0
1 Do Attender	7	0	0
1 Duff dar	8	0	0
5 Peons, at Rs. 6 each	30	0	0
1 Mussalchee	5	0	0
1 Sweeper	2	8	0
Total	5,302	8	0

4. In Mr. C. H. Horden we have a Manager of excellent qualifications. He has also held high position in the English Civil Service, Colonial Department, and bears the best of testimonials, and has gained great experience during the town tabulation. I anticipate very efficient service from Mr. Horden.

5. In addition to this there will be the charge for house-rent; the rent of the present office is Rs. 110, but it cannot accommodate so large a staff. It will, I fear, be necessary to hire one of the adjacent buildings. I assume that this will raise the whole charge to an average of Rs. 200 per mensem. Lastly, there will be contingencies, say Rs. 100 per mensem. The total charges may therefore be expected to be per mensem—

	RS.	A.	P.
Establishment	5,302	8	0
House-rent	200	0	0
Contingencies	100	0	0
Total...	5,602	8	0

or Rs. 5,600 per mensem, excluding my own salary and the cost of furniture (chiefly recoverable), and a few alterations to the building. I have not included these, as I understand it was not intended that they should be included in the Rs. 50,000. It is, however, hoped that a large portion of the staff will not be required in the eighth month. If this hope be realized, the full charge will be—

	RS.	A.	P.
Establishment, Rs. 5,300, for seven months	37,100	0	0
House-rent, „ 200 „ eight do.	1,600	0	0
Contingencies, „ 100 „ eight do.	800	0	0
Census Officer's salary	8,000	0	0
Furniture (net charge)	300	0	0
Alterations to building	150	0	0
Total...	47,950	0	0

6. Looking to the unusual nature of the duties to be performed, and to the fact that the personal schedule is but one of five forms to be received from every district in the country, for the census included not only details of population but of houses, areas, cultivation, and assessment in every village in the Presidency, it may well be that the present estimate should turn out inaccurate. The Board may, however, rely upon every effort being made to ensure a really trustworthy tabulation at the lowest possible cost. No effort has been spared to learn the rate of work that average writers may be expected to perform, and upon this result, and a careful estimate of the amount of work before us, the preceding remarks have been based.

7. I have to request that it may be clearly laid down what unit of tabulation should be adopted. Shall this office report merely the totals for each Collectorate or give them for each taluq or even village? Looking to the great importance of the village in the social system, seeing that it is often larger in extent and is certainly a more distinct entity than an English parish, that the village is the unit of the Legal, Revenue, and Political systems, remembering that under the new Local Acts the village will be the base of our educational system also, it appears to me highly desirable to report results for every village in the Presidency. So minute a tabulation will undoubtedly throw a good deal of work upon this office,

but the resulting expenditure will be of small moment compared with the value of a clear and easily accessible account of the population, area, revenues, etc., of each village. For every proposed railway, road, canal, school, dispensary, etc., such information is necessary, and has now to be gained, often very imperfectly, at the cost of separate and independent valuations. Beyond this, such a detailed statement will form an invaluable basis for all subsequent censuses and statistical inquiry. The extra outlay on establishment will not be great, for we must enter by villages, although we need not total them. It would, however, considerably increase the bulk of the report and its consequent cost. On this point I venture to suggest that it would be well only to print a limited number of the Village Returns, sufficient for the use of Government and the Collectors, giving them as separable appendices to the main report which should not descend lower than taluqs. On this point I have the honour to request early orders.

8. The next point requiring determination is as to the procedure to be adopted in the case of incorrect or improperly drawn Returns. I fear a considerable number of the Returns will require amendment, especially under the heads of Caste and Religion, the very heads to which the Government of India draw particular attention, and regarding which most stringent orders are laid down. I propose at once to examine the papers that have arrived, and the rest as they arrive. I am of opinion that the packets of incorrect forms should be forwarded to the Collectors or Districts as soon as possible, so that they may be returned in time to permit the tabulation to go steadily forward taluq by taluq. In that case I request instructions on the following points:—

- (1.) Shall the packets be sent direct from this office or through the Board of Revenue?
- (2.) Shall they be returned to the Collector or to the Officer who forwarded them, who may be the Assistant Collector, the Deputy Collector, and sometimes the Tahsildar?
- (3.) Shall municipal packets be sent to this President or to the Vice-President of the Municipality?
- (4.) May a time be fixed for the return of the packets?

9. It is most necessary that they may be returned at the earliest possible date, as one absent packet may delay a whole taluq or even Collectorate.

10. For the purpose of the examination I have to request that I may be favoured with the services of two additional writers. The only one I now have is fully engaged on correspondence and the preparation of the necessary forms. I have to request that very early orders may be given on this matter, as there is a large mass of schedules already to hand. To facilitate the classification of the papers, I have also to request that the office may be furnished with a copy of the coloured Presidency Map, showing the charges of the various executive officers and exhibiting the Zemindaries. For the classification of the jungle tribes there is also required a map showing the physical features of the Presidency.

11. Instructions are also requested concerning the small independent States of Poodocotta, Sundoor, and Bunganapully. They are surrounded by British territory, and are so closely related to our own lands that it does not seem right to omit them from a Presidency Statement. Although they could not be included in the

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General Returns, they would form an interesting supplement. It must be for many reasons desirable to have the best obtainable information with regard to their population and area of cultivation.

12. It is now necessary for me to point out that the census tabulation cannot commence so soon as was expected. The Board and Government contemplated all being ready by the 1st instant, and the Board's orders were that all papers should be despatched so as to arrive not later than the 31st December 1871. But up to the present time only South Arcot is complete. Salem and Chingleput are nearly so. From about half of the Collectorates not a single paper has come to hand, while the remainder are represented by one or more taluqs. Many Municipalities have forwarded nothing. It would be waste of time, money, and labour to commence operations before we are able to put out our full strength. It is therefore recommended that the Collectors should be desired to send in the Returns without delay, and that the formal opening of the office be postponed to February 1st, by which time all the Returns may be expected.

THE Board are satisfied that Mr. Gover's proposals, both with regard to the Census Establishment and with regard to payment in proportion to results are sound and moderate, and resolve to submit them for the favourable consideration of the Government. Mr. Gover is authorized to entertain the two additional writers whom he requires to receive, arrange, and examine the immense mass of Returns now accumulating in his office.

2. In the Board's opinion the unit of tabulation should be the village, but they agree with Mr. Gover that this unit would make the General Report too bulky and would be uselessly minute for general purposes. The report tables should descend no further than taluqs (except as regards towns, which will be mentioned one by one). The village tables should form a series of appendices for the several Collectorates, and 100 copies of each will be sufficient.

3. Incorrect Reports must be returned for revision to the Collectors, and they will be held responsible that no delay occurs in returning them.

4. The Board are under the impression that the territories of Poodoocotta, Sundoor, and Bunganapully have all been censused, and that the Returns have been or are to be forwarded to the Census Officer. The Collectors concerned will, however, report on this point.

5. It is believed that there are spare copies of the map lately prepared, showing district, taluq, and zemindari boundaries, and the charges of Collectors, Sub-Collectors, and Head Assistants in the Government Office. If so, Government will, no doubt, place one at Mr. Gover's disposal. There is only one copy in the Board's office, and it is needed daily in connection with the administration of Local Funds. As regards the physical features of the country, there is nothing better than the Ordnance map.

6. The Board acquiesce in the proposal to begin tabulation on the 1st February. All Collectors will be requested to see that their Returns are sent in before that date.

*Proceedings of the Madras Government, Revenue Department,
29th January 1872.*

No. 338.

ORDER THEREON, 29th January 1872, No. 169.

Miscellaneous.

THE Government approve and sanction the arrangement and temporary establishments recommended by Mr. Gover and the Board of Revenue.

2. A copy of the map required will be furnished to Mr. Gover.

(True Extract.)

(Signed) W. HUDLESTON,
Secretary to Government.

To the Board of Revenue.
,, the Accountant-General.

Exd. T. O'Connor.

