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TAMIL NADU ARCHIVES

GOVERNMENT OF TAMIL NADU

REVENUE DEPARTMENT

G.O. No.	961	Press.
B.P. No.		Mis.
Dated	25-6-1878	197

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Archives I-5,806-24-2-78.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

25th June 1878, No. 961.

Read the following papers :—

No. 292. Proceedings of the Board of Revenue, dated 6th April 1878, No. 944.

Read the following Proceedings of the Madras Government, dated 13th March 1878, No. 396, Revenue Department :—

ABSTRACT.—Forwards, for remarks, a copy of papers regarding the arrangements to be made for taking the next census of India in 1881.

THE Board will proceed to notice the several points to which attention is specially drawn in the order in which they are enumerated in the letter from the Government of India embodied in the above Government Order.

2. Whilst admitting the desirability of taking the census on the same day as in England, *i.e.*, 1st April 1881, the Census Committee consider that that date does not suit the circumstances of India, the weather being then too hot to admit of that efficient supervision which is necessary to secure accuracy. They accordingly propose the early part of February 1881 within two or three days of the full moon as the date best suited for a synchronous census of British India.

The Board see no objection to the time suggested by the Committee. No important festivals occur in that part of the month, and it is the most suitable season for undertaking the work. An exception may possibly have to be made in the case of the hill tribes of Ganjam and Vizagapatam, but that will not materially affect the accuracy of the census. In connection with this point, the Committee think it would be advantageous if the Native States could be induced to undertake an enumeration of the population on the same date. This is undoubtedly desirable, for, although the census of Travancore and Cochin was taken so recently as 1875, it would be a great advantage to have complete information for all India relating to one and the same period; and if, as suggested by the Census Committee, a mere numbering of the people by sex is all that is required, no great expense will be entailed, and the proposal will probably be readily acceded to.

3. The form proposed is shown in the Appendix to the Committee's report. It differs from that used in the former census mainly in the following points: (1) no distinction is to be made between tiled, terraced, and thatched houses; (2) the house as well as the enclosure is to be numbered instead of only one of them; (3) the relationship of each individual living in the house to the head of the family is to be given; (4) the civil condition of each individual, *i.e.*, whether married, unmarried, or widowed is to be exhibited; (5) the age to be entered is to be that on the *last* not the next birth-day; (6) under the head of

(c) The form of enumerator's schedule proposed by the Committee and the possibility of getting it satisfactorily filled in— (paragraphs 12 to 22).

Religion only the main religious divisions of the people are to be shown, a separate column under the same head being provided for caste in the case of Hindus and sects in the case of other religions; (7) under Nationality, the language of birth and the place of birth are to be recorded; (8) information about education is to be more complete, and is not to be confined to those of a school-going age only; (9) the schedule is to be filled up for each family separately instead of including in one schedule all families living under one roof; (10) under the head of Infirmities no distinction is to be made between congenital and other blindness, and in the case of deaf-mutes none but congenital cases are to be entered, cripples are to be excluded, no distinction is to be made between idiocy and lunacy, only the true or black leprosy is to be noted, and elephantiasis is to be added. There is generally no objection to any of these changes, and no difficulty in filling up the form is anticipated. Some of the details will, however, be noticed hereafter in dealing with the remaining points.

4. In this Presidency houses are not commonly situated in enclosures, but where

(d) The distinction to be observed between "enclosure" and "house" and the possibility of a satisfactory classification of houses as an index of general prosperity—(paragraph 13).

"inferior," but there can be no difficulty whatever in distinguishing buildings as tiled, terraced, and thatched; and the Board think that such information is of sufficient value to warrant its being recorded. There may, as remarked by the Census Committee, be cases in which the occupants of superior houses are poor and *vice versa*, but such cases are exceptional, and improvement of dwellings is generally speaking an index of progress in wealth and prosperity. As regards the Committee's proposal to omit ruined houses the Board fear that if any discretion is allowed, there will be risk of the enumeration being incomplete. Houses in a very ruinous condition are often inhabited, and buildings which were not occupied at the first enumeration may be tenanted at the final enumeration. The only safe course is to allow no omissions.

(e) The collection of information regarding the civil or conjugal condition of each member of the family—(paragraph 15).

5. The information will certainly be useful, and the Board do not think there will be difficulty in obtaining it.

6. The question to be considered is whether any attempt should be made to

(f) The collection of information regarding religious divisions—(paragraph 17).

distinguish Hindus according to the various religious sects to which they belong. The Committee anticipate considerable difficulty as Hindu sects are not sharply defined. In regard to Hindus therefore they only propose to show castes. With this view two columns are opened in the schedule under Religion—(1) for "Religion" under the broad divisions of Hindus, Muhammadans, Christians, Buddhists, and others; (2) for "Caste in the case of Hindus and Sect in the case of other religion." The term Hindu, though loosely used in that connection, is not strictly speaking applicable to religion. Different sects of Hindus profess very different religions, and the Board think it would be preferable to specify the broad divisions, such as Vishnava, Smartha, Madhva, Linga, leaving minor subdivisions, such as Vadahal, Thengal, &c. The Board think that there would be no great difficulty in issuing sufficiently definite instructions on the subject by the light of past experience. The second column, Caste, will show whether the individual is a Brahmin, Vysaya, Moodeliar, Naik, &c.

7. The Board think that Eurasians and Europeans should certainly be distinguished. There must be very few as to

(g) The separate enumeration of Eurasians or other mixed races—(paragraph 19).

whose classification there can be any real doubt.

8. The Board agree with the Committee in the opinion that so far as the agency

(h) The agency to be employed in making the census and whether it should be paid or not—(paragraphs 24 to 28).

through which the actual enumeration should be taken, it is impossible to employ paid agency. The village organization is generally sufficient for the purpose

without extra cost to Government, but this agency may have to be strengthened in exceptional cases. Of course, the agency to be employed in the compilation of the returns after the census must be paid.

9. The majority of the Committee are in favor of a single officer with deputies in each province. Dr. Cornish is for a joint

(i) Whether a single officer or a Committee should supervise the census and compile the returns—(paragraphs 29 to 33).

Committee; his chief objection to a single officer being that if his health should break down during the work, all his knowledge and experience would be lost. The Board do not think this objection is of sufficient force to outweigh the obvious advantages of having one controlling authority. A single officer can work with greater despatch, and greater uniformity is secured; whilst in the event of a change being necessitated by failure of health or otherwise, the views and instructions left on record should enable the successor to take up the work without serious difficulty. A joint Committee means joint responsibility, which often results in inefficiency.

10. The Committee draw attention to the necessity for precautionary measures to secure that every village is brought

(j) The preliminary record of boundaries and areas—(paragraph 34).

under the census. The procedure at the last census affords a good guide, and there should be no difficulty in this Presidency in obtaining a correct list of villages, except perhaps in Zemindari and Hill Tracts. There is however ample time for preparation, and arrangements can be made through local officers to ensure that no tract shall escape observation.

11. In the schedule to be filled up by the enumerator provision is made for noting the caste of each individual. The

(k) The separate enumeration of castes—(paragraphs 37 and 38).

question to be considered here is whether the information so recorded should be tabulated in more than major detail or not. The Committee consider that there is no part of the work of compilation which presents so many difficulties, involves so much labor, and at the same time is so unsatisfactory when completed as the working up of the caste tables. They would leave out the tabulation of minor details, or if the compilation is to be attempted at all they would limit the castes to be separately shown to such as contain more than 100,000 souls. The Committee are fully alive to the advantages of the existence of a record showing the number under each sect, but they consider that the matter rather concerns social philosophers and philanthropists, and should not find a place in reports relating properly to the enumeration of the people. The Board do not concur in this view. The object of a census is manifold; it is not merely for fiscal purposes, and if important information can be collected simultaneously for the social philosopher and philanthropists from the census schedules, there is no reason why this should not be done. The suggestion that castes containing insignificant numbers should not be separately shown is good, but the Board do not understand how the numbers are to be arrived at before tabulating, and after tabulation nothing is gained by omitting the information from the tables. If castes embracing but a few individuals are not to be distinguished, the Board are inclined to think that the limit should be fixed at 10,000 instead of 100,000 for each province.

12. A majority of the Committee consider tabulation by ages to be unnecessary; but the Board think it is of importance

(l) Whether occupations should be tabulated by ages.

to ascertain at least how many of those engaged in the principal occupations, especially agriculture, are adults and how many children. The Board would therefore classify such as adults and children under "male" and "female" separately, a uniform age, say 15 years, being fixed above which persons should be considered as adults. Tabulation by ages to the quinquennial periods fixed would of course be better still if it did not involve too much labor, as such a plan would admit of the exclusion of the aged and the ascertainment of the incidence of taxation as respects the working male agriculturists and the number of actual workers for each occupation.

13. Considerable difficulty was experienced on the last occasion in collecting information on this subject in Zemin-daris, and after all the information collected proved to be incomplete and far from accurate. The information, however, if it could be collected would be of much value, inasmuch as from it may be gathered the entire rent paid by the holders of lands, the amount which reaches the Government Treasury, and that which goes to the middlemen, besides much other interesting information. The statement, though not strictly connected with the census, ought to be annexed to the census tables, and every endeavour should be made to procure as much correct information as possible. There is ample time to arrange for a successful collection of the particulars required.

14. The Committee consider that in Madras the Board of Revenue should undertake the supervision, but it would be better to entrust it to the officer who is to superintend the enumeration, at any rate from the time of his appointment, which, the Board gather, is to be at least six months prior to the date of the census.

15. The Committee suggest that if a compilation of castes is to be attempted, a list of castes and sects should be drawn up by the local authorities beforehand with directions to the enumerators to adhere to the nomenclature in the lists instead of using English terms which they may consider equivalent to the Vernacular designation. Of course this must be done; a similar course was followed on the last occasion.

16. The Committee consider legislation advisable. It is stated that in this Presidency the Municipalities have statutory powers for the enumeration of the people within their jurisdiction, but the Board do not know to what provisions of the law reference is made. The Board do not anticipate any difficulty whatever; but there is no objection to the passing of an Act to which recourse can be had if necessary.

17. The Board have now noticed all the questions to which the Government of India draw special attention. They embrace nearly every matter of importance which calls for settlement at this stage; only two other points appear to require notice:—

1st.—As regards Appendix C, the heading implies that this statement is to be a complete list of all the houses in the Presidency. Such a separate enumeration appears quite unnecessary and useless; it will suffice if all uninhabited buildings, shops, public buildings, &c., are entered therein, the total number of inhabited buildings being added at the foot.

2nd.—The Committee deprecate (paragraph 26) the general employment of the Police, considering that such action is open to misconception and may result in oppression or extortion. On the last occasion the Police were employed in this Presidency, though not very largely. No instances of abuse of power were brought to notice as far as the Board are aware, and with proper supervision there does not appear to be any greater objection to their employment, where necessary, than to the employment of other subordinate officials. The utilization of an agency so extensively available should not be prohibited.

(A true Extract.)

(Signed)

C. A. GALTON,
Acting Secretary.

Letter from the Collector of Nellore, recorded in G.O., 17th April 1878, No. 605.

No. 293. Proceedings of the Board of Revenue, dated 11th May 1878, No. 1,276.
Read the following Proceedings of the Madras Government, dated 17th April 1878, No. 605, Revenue Department:—

ABSTRACT.—*Report of the Census Committee.*—Communicating to Board of Revenue for consideration and remarks letter from Collector, Nellore, submitting remarks on —.

The Board have already replied to G.O., dated 13th March 1878, No. 396, in their Proceedings, dated 6th April 1878, No. 944. They will now briefly refer to Mr. Grose's suggestions and make their remarks thereon.

2. Paragraphs 2, 3, and 4 of Mr. Grose's letter. The Board are not aware that any festivals of more than merely local celebrity will take place at the time recommended by the Census Committee for the final enumeration. There is, however, no doubt that even festivals affecting small areas will give rise to fallacious results in some cases as regards the normal population of particular villages and towns; but the Board do not on this account consider it necessary to enter in the village returns finally printed the results of the preliminary enumeration instead of those obtained at the final enumeration which must be regarded as more generally correct. Nor, indeed, would this course secure complete accuracy, because though the villages in which the feast occur are known, it would be impossible to ascertain from what villages attendants at the festivals have been drawn. It is impossible to eliminate all disturbing elements, and the source of error adverted to will after all affect very limited tracts. Some such arrangements as those suggested by Mr. Grose in paragraph 3 of his letter may be made for enumeration in the localities where any festivals may take place at the time.

3. Paragraphs 5 and 26. The Board do not consider legislation to be absolutely necessary, but they have no objection to urge against it. If legislation be decided upon, the Board agree with Mr. Grose in thinking that provision should be made to punish the giving of false information to enumerators and for the exemption of enumerators from judicial processes during the enumeration.

4. Paragraphs 6, 7, 8, 9, and 10. The Board concur in the suggestions contained in these paragraphs. They are mostly matters of detail, and will, they presume, be considered by the officer charged with the duty of superintending the census in this Presidency.

5. Paragraphs 11 and 12. The advantage of numbering the enclosure as well as the house is not apparent, and the idea of doing so may well be abandoned; but the Board do not anticipate any material difficulty in obtaining the information.

6. Paragraph 13. The Board adhere to the opinion that houses should be classed as terraced, tiled, and thatched. Such a classification is generally an index of relative prosperity to some extent though not an infallible one.

7. Paragraphs 14, 15, and 17. The Board concur.

8. Paragraph 16. The Board adhere to the opinion expressed in paragraph 6 of their Proceedings, dated 6th April.

9. Paragraph 19. On reconsideration the Board are of opinion that there is much force in Dr. Cornish's arguments in favor of a Commission of three members to supervise the census operations, and incline to think that, looking to the vastness of the area and the onerous nature of the work, greater expedition is likely to be secured by a division of the labor, and they, therefore, withdraw their recommendation in favor of a single officer.

10. Paragraphs 18 and 20. The Board concur.

11. Paragraphs 21 and 22. The Board consider that the tabulation of occupation by ages is desirable. In modification of the view expressed at paragraph 13, Board's Proceedings, dated 6th April last, the Board are inclined to recommend that inquiries into land-revenue be kept entirely distinct from census operations.

12. Paragraph 23. The Board concur.

13. Paragraph 24. The Board consider that preliminary arrangements should be made by the Census Officer in communication with the Board.

14. Paragraph 25. The Board concur.

(A true Extract.)

(Signed)

C. A. GALTON,
Acting Secretary.

No. 294.

ORDER THEREON, 25th June 1878, No. 961.

Miscellaneous.

G.O., 13th March 1878, No. 396.
Vide paragraph 7 of the Report.

of the Committee on the arrangements for the next Census for India in 1881, and especially invited attention to sixteen questions arising out of the discussion. The Board of Revenue and Mr. Grose, the Collector of Nellore (who took an important part in the preparation of the Census of 1871), having been consulted, His Grace the Governor in Council now proceeds to review their observations on the subject, as embodied in the papers read above.

2. The Board have dealt with the sixteen questions, while Mr. Grose has based his remarks on the seven subjects referring also to the specific questions.

3. Both agree that the Census should be synchronous throughout India; also that the beginning of February 1881 (as proposed by the Committee) would be better than 1st April, the English Census date. His Grace the Governor in Council would accordingly adopt February, but sees no reason, should it be particularly desired, why the 1st April, as in England, should not be chosen for this Presidency. The heat will not prevent work.

4. The Board observe that there are no important festivals at the beginning of February, but Mr. Grose thinks that there probably would be something of the kind whatever day was fixed upon, and that to meet such cases special arrangements would be necessary after inquiry as to their locality. He particularly notes the effect of these festivals on the village record of population, and to meet the difficulty and ensure the village population being correctly entered, he recommends that the results of the preliminary enumeration should be embodied in the village statements. The Board are averse to entering in the village returns finally printed the results of the preliminary enumeration, instead of those obtained at the final enumeration, (1) because the latter must be regarded as more generally correct, (2) because it is impossible to eliminate all disturbing elements, and (3) because the source of error adverted to will after all affect very limited tracts. They have no objection to the adoption of the arrangements suggested by Mr. Grose, in paragraph 3 of his letter, in regard to speedy and correct enumeration in the localities where any festivals may take place at the time. The Government agree with the Board, and think that Mr. Grose's plan might lead to confusion.

5. As to tracts where it would not be possible to take the Census on the same day every where, the Board instance the hill ranges of Ganjam and Vizagapatam. They further recommend that the Native States should be induced to undertake a Census on the same date; all that is desired being in their case the mere enumeration of the people by sex. The Government observe that special arrangements will be necessary for—

- (1) the Agency tracts in Ganjam and Vizagapatam Districts, including the Jeypore Zemindari in the latter;
- (2) Rumpah, Jeddangi, Rekapalli, Bhadrachalam, and other hill tracts in the Godavery;
- (3) the Nallamallais in Kurnool;
- (4) and the hill tribes in Salem, Coimbatore, Nilgiris, Malabar, Canara, Madura, and Tinnevely.

The Board will at once call on the Agents and Collectors concerned to report

- * 1. Travancore.
2. Cochin.
3. Banganapalli.

4. Sandoor.
5. Puducotta.

on the best mode of making the Census in their tracts. As regards the Native States and Jaghires noted in the margin*, the Resident and Agents concerned will

be desired, in the Political Department, to communicate with the respective Governments and Jaghirdars and ascertain their views, which should be reported at an early date together with their own remarks.

6. The Board do not specifically say whether a preliminary Census is necessary,

SUBJECT II.—*The necessity for a preliminary Census by which is meant the recording of the numbers in the Census Schedules on a day or days previous to that fixed for the actual enumeration. On the latter date, the Schedules would be merely checked and corrected to bring them into agreement with the actual facts existing on that day.*

Question (j). The preliminary record of boundaries and areas (paragraph 34).

but in answering question (j) they assume that some such record is essential. Mr. Grose thinks one certainly necessary, and that it should be preceded by assigning enumerator's limits and numbering houses. He gives details of how this should be arranged, and the Board approve his suggestions. His Grace in Council has no doubt whatever that preliminary enumeration is essential to success.

SUBJECT III.—*The form of Schedule to be used.* Question (c). The form of enumerator's schedule proposed by the Committee and the possibility of getting it satisfactorily filled in (paragraphs 12 to 22).

7. Both the Board and Mr. Grose accept generally the form proposed by the Committee, and the Board see no difficulty in its being satisfactorily filled in.

8. The consensus of opinion is opposed to numbering "enclosure" as well as

Question (d). The distinction to be observed between "enclosure" and "house" and the possibility of a satisfactory classification of houses as an index of general prosperity (paragraph 13).

"house." Mr. Grose points out that the plan could not be worked at the last Census, and had consequently to be abandoned in every district. The Government observe that the distinction is not applicable to this Presidency, and

that no attempt should be made to enforce it.

9. The Board would classify houses as *terraced, tiled, and thatched*, as such a classification is, in their opinion, "generally an index of relative prosperity to some extent, though not an infallible one." Mr. Grose sees no use in any classification, and remarks that the system adopted last time (the same as now suggested by the Board) gave no indication as to the value of property or condition of the occupants. This may be partially true, but the Government think such a registry is worth making as it may be useful for future guidance. As to "terraced" it will be necessary to make some distinction between ordinary "terraced houses" and the stone or mud covered huts in the Ceded Districts.

10. The Board think that there will be risk of the enumeration being incomplete if any discretion be allowed in regard to entering ruined houses, but the Government agree with the Committee that such should be omitted.

11. No difficulty is anticipated in generally recording the condition of individuals as *married, unmarried, or widowed*.
Question (e). The collection of information regarding the civil or conjugal condition of each member of the family (paragraph 15). The Collector of Malabar will be directed to ascertain the views of his principal native officers upon an inquiry of this kind in his district, and how they would return existing conditions. Probably no practical difficulty will arise.

12. It is pointed out, with reference to column 6 of the enumerator's schedule headed "age last birth-day," that the age which the people of Southern India are accustomed to give is the age *next* birth-day. This should be taken as given and then the correct entry can be made.

13. The Board do not agree with the Committee as to the mode of filling up the 7th column in the schedule headed "Religion." The term *Hindu* is not, they observe, applicable to religion, and they think this column should show the broad divisions, such as Vishnava, &c., and that there would be no great difficulty in issuing definite instructions. Mr. Grose thinks the Committee's proposals sufficient. The Government agree with the Board. Sect and caste are absolutely required for public purposes, and should be shown.

14. The Committee were doubtful as to the expediency of recording particulars as to persons of mixed birth, such as Eurasians, &c. Mr. Grose accepts their views; but the Board think that Eurasians and Europeans should certainly be distinguished. The Government are in accord with the Board on this point.

15. They also approve the suggestion that in the heading of the form (Appendix A) the "name of the head of family" should be entered, not "house."

16. His Grace the Governor in Council is of opinion with the Board and Mr. Grose that, as a rule, the unpaid village agency heretofore employed will suffice, save in particular cases, as for instance, in Municipalities and at festivals.
SUBJECT IV.—The agency to be employed in the enumeration and in the compilation of the returns.
Question (b). The agency to be employed in making the census, and whether it should be paid or not (paragraphs 24 to 28).

employment of the Police as likely to lead to misconception, and result in oppression, both the Board and Mr. Grose are at one in approving the utilisation of this agency. The Board observe that the Police were employed on the last occasion, and no instances of abuse of power were brought to notice. Mr. Grose remarks: "the Imperial Police are the most useful class for chuttrums and travellers generally, and the village Police for wanderers who sleep in the open." The Government see no objection to the employment of the Police in connection with the classes indicated by Mr. Grose, but would not utilise them in the enumeration of the ordinary resident population.

18. As a matter of course, the agency to be employed in the compilation of returns after the Census must be paid.

19. Mr. Grose agrees with the majority of the Committee that a single officer is preferable to a Commission for supervising the Census operations. The Board were at first of the same opinion, but on reconsideration state that "there is much force in Dr. Cornish's arguments in favor of a Commission of three

members to supervise" the operations, and that looking to the vastness of the area and the onerous nature of the work, "greater expedition is likely to be secured by a division of the labor."
 Paragraph 9 of Board's Proceedings, dated 11th May 1878.

They, therefore, withdraw their recommendation in favor of a single officer. His Grace the Governor in Council is of opinion that a single officer will answer best.

20. In regard to the preliminary record of boundaries and areas, the Board recommend the procedure adopted at the last Census. Mr. Grose (paragraphs 7 to 10 of his letter) gives details of what should be done as to numbering houses and preparing a house register for every village so as to obviate any area escaping Census. The Board approve* these details which will doubtless suffice for the object in view. The Government

* Paragraph 10 of Proceedings, dated 11th May 1878.
 observe, with reference to the Committee's observations in paragraph 33, that in Malabar the *Deshom*, of which there are several in each *Amshom*, is equivalent to the village, and is a well-defined area.

21. The views of the Committee in regard to the curtailment of details of caste in the tabulation do not meet with the approval of Government. They think with the Board that all castes should be enumerated. The registry of all is most essential, and none should be omitted, but any clubbing that may be thought necessary can be afterwards carried out.
SUBJECT V.—The mode of tabulating the returns so as to bring out most satisfactorily the facts recorded.
Question (k). The separate enumeration of castes (paragraphs 37 and 38).

22. Mr. Grose thinks with the Committee that tabulation by ages (in regard to occupation) is unnecessary. The Board, however, would at least classify male and female separately as adults, and children taking fifteen years as the distinction between the two. The Government concur with the Board.

23. This form 4 the Committee would not make obligatory, but would permit its use where the Revenue Authorities can give the necessary information. In regard to the question put by the Government of India, the Board observe that considerable difficulty was experienced on the last occasion with unsatisfactory results, and agree with Mr. Grose in recommending that inquiries into Land-revenue be kept distinct from Census operations. His Grace the Governor in Council is of opinion that the information is useful, but that its collection should not form any part of the Census operation.

24. The Government see no objection to the suggestion regarding the forms, viz., that where population is divided into "male, female, and total," the total should come last, (e.g., Form III, columns 2, 3, and 4).
SUBJECT VI.—The printing and preparation of the forms for enumeration and for compiling the results together with the preliminary instructions to be issued.

Question (n). The authority who should undertake the arrangement preliminary to enumeration (paragraph 45).
 25. Mr. Grose agrees with the Committee that the Revenue Board should undertake preliminary arrangements; but the Board think the local Superintendent of enumeration who is to be appointed six months before the Census should take every thing into his own hands. The Board's proposal has the entire approval of Government.

26. The Board agree in the proposals of the Committee on the subject and in those of Mr. Grose as to requiring Supervisors to go through every entry in every schedule besides testing 10 per cent. by visiting the houses.
Question (o). The preparation of lists of occupations, castes, sects (paragraph 46).

27. The Board do not think that there is absolute necessity for legislation, but they have no objection to urge against it. If recourse should be had to legislation, they agree with Mr. Grose in thinking that provision should be made to punish the giving of false information to enumerators and for the exemption of enumerators from judicial process during the enumeration. The Government think legislation desirable. It will doubtless prove useful, but the main advantage is that it draws attention to the matter.

28. In regard to Appendix C the Board note that a separate enumeration of all the houses in the Presidency seems quite unnecessary and useless, and that it will be sufficient if all uninhabited buildings, shops, public buildings, &c., are entered therein, the total number of inhabited buildings being added at the foot. The Government see no objection to this proposal.

(True Extract.)

(Signed) C. G. MASTER,
Secretary to Government.

To the Board of Revenue.
" J. Grose, Esq., Collector of Nellore.
" the Sanitary Commissioner.
" the Political Department.

Ed. F. R. Bantleman.

21-1-90 ✓
3-11-90 ✓

Consent for taking the 1881.—Passing remarks in papers regarding arrangements to be made for taking the next—



NO. 292-291.

JUNE.

G.O., 28th June 1878, No. 901.

Recd. 28th June 1878.
Encl.

THE BOARD OF REVENUE.
Cost. of (1878) 30th June.
REVENUE.
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Original

Vide G.O. 4401-4402-4436.

7/8/3616/79
5-15/81.

Read the following papers:—

96/7

No. 944.

PROCEEDINGS OF THE BOARD OF REVENUE, dated 6th April 1878.

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ABSTRACT.—Forwards, for remarks, a copy of papers regarding the arrangements to be made for taking the next census of India in 1881.

THE Board will proceed to notice the several points to which attention is specially drawn in the order in which they are enumerated in the letter from the Government of India embodied in the above Government Order.

2. Whilst admitting the desirability of taking the census on the same day as in England, *i.e.*, 1st April 1881, the Census Committee consider that that date does not suit the circumstances of India, the weather being then too hot to admit of that efficient supervision which is necessary to secure accuracy. They accordingly propose the early part of February 1881 within two or three days of the full moon as the date best suited for a synchronous census of British India.

The Board see no objection to the time suggested by the Committee. No important festivals occur in that part of the month, and it is the most suitable season for undertaking the work. An exception may possibly have to be made in the case of the hill tribes of Ganjam and Vizagapatam, but that will not materially affect the accuracy of the census. In connection with this point, the Committee think it would be advantageous if the Native States could be induced to undertake an enumeration of the population on the same date. This is undoubtedly desirable, for, although the census of Travancore and Cochin was taken so recently as 1875, it would be a great advantage to have complete information for all India relating to one and the same period; and if, as suggested by the Census Committee, a mere numbering of the people by sex is all that is required, no great expense will be entailed, and the proposal will probably be readily acceded to.

3. The form proposed is shown in the Appendix to the Committee's report. It differs from that used in the former census mainly in the following points: (1) no distinction is to be made between tiled, terraced, and thatched houses; (2) the house as well as the enclosure is to be numbered instead of only one of them; (3) the relationship of each individual living in the house to the head of the family is to be given; (4) the civil condition of each individual, *i.e.*, whether married, unmarried, or widowed is to be exhibited; (5) the age to be entered is to be that on the *last* not the next birth-day; (6) under the head of Religion only the main religious divisions of the people are to be shown, a separate column under the same head being provided for caste in the case of Hindus and sects in the case of other religions; (7) under Nationality, the language of birth and the place of birth are to be recorded; (8) information about education is to be more complete, and is not to be confined to those of a school-going age only; (9) the schedule is to be filled up for each family separately instead of including in one schedule all families living under one roof; (10) under the head of Infirmities no distinction is to be made between congenital and other blindness, and in the case of deaf-mutes none but congenital cases are to be entered, cripples are to be excluded, no distinction is to be made between idiocy and lunacy, only the true or black leprosy is to be noted, and elephantiasis is to be added. There is generally no objection to any of these changes, and no difficulty in filling up the form is anticipated. Some of the details will, however, be noticed hereafter in dealing with the remaining points.

(c) The form of enumerator's schedule proposed by the Committee and the possibility of getting it satisfactorily filled in— (paragraphs 12 to 22).

4. In this Presidency houses are not commonly situated in enclosures, but where such is the case there can be no difficulty in numbering both; and there is no objection to the proposal. There might be risk of misconception if any attempt were made to class houses as "superior" and "inferior," but there can be no difficulty whatever in distinguishing buildings as tiled, terraced, and thatched; and the Board think that such information is of sufficient value to warrant its being recorded. There may, as remarked by the Census Committee, be cases in which the occupants of superior houses are poor and *vice versa*, but such cases are exceptional, and improvement of dwellings is generally speaking an index of progress in wealth and prosperity. As regards the Committee's proposal to omit ruined houses the Board fear that if any discretion is allowed, there will be risk of the enumeration being incomplete. Houses in a very ruinous condition are often inhabited, and buildings which were not occupied at the first enumeration may be tenanted at the final enumeration. The only safe course is to allow no omissions.

(d) The distinction to be observed between "enclosure" and "house" and the possibility of a satisfactory classification of houses as an index of general prosperity—(paragraph 13).

(e) The collection of information regarding the civil or conjugal condition of each member of the family—(paragraph 15).

6. The question to be considered is whether any attempt should be made to distinguish Hindus according to the various religious sects to which they belong. The Committee anticipate considerable difficulty as Hindu sects are not sharply defined. In regard to Hindus, fore they only propose to show castes. With this view two columns are opened in the schedule under Religion—(1) for "Religion" under the broad divisions of Hindus, Muhammadans, Christians, Buddhists, and others; (2) for "Caste" in the case of Hindus and *Seet* in the case of other religion. The term Hindu, though loosely used in that connection, is not strictly speaking applicable to religion. Different sects of Hindus profess very different religions, and the Board think it would be preferable to specify the broad divisions, such as Vishnava, Smartha, Madhva, Linga, leaving minor subdivisions, such as Vadahal, Thengal, &c. The Board think that there would be no great difficulty in issuing sufficiently definite instructions on the subject by the light of past experience. The second column, Caste, will show whether the individual is a Brahmin, Vysaya, Moodeliar, Naik, &c.

7. The Board think that Eurasians and Europeans should certainly be distinguished. There must be very few as to whose classification there can be any real doubt.

(f) The separate enumeration of Eurasians or other mixed races—(paragraph 19).

8. The Board agree with the Committee in the opinion that so far as the agency through which the actual enumeration should be taken, it is impossible to employ paid agency. The village organization is generally sufficient for the purpose without extra cost to Government, but this agency may have to be strengthened in exceptional cases. Of course, the agency to be employed in the compilation of the returns after the census must be paid.

9. The majority of the Committee are in favor of a single officer with deputies in each province. Dr. Cornish is for a joint Committee; his chief objection to a single officer being that if his health should break down during the work, all his knowledge and experience would be lost. The Board do not think this objection is sufficient force to outweigh the obvious advantages of having one controlling authority. A single officer can work with greater despatch, and greater uniformity is secured; a change being necessitated by failure of health or otherwise.

the views and instructions left on record should enable the successor to take up the work without serious difficulty. A joint Committee means joint responsibility, which often results in inefficiency.

10. The Committee draw attention to the necessity for precautionary measures to secure that every village is brought under the census. The procedure at the last census affords a good guide, and there should be no difficulty in this Presidency in obtaining a correct list of villages, except perhaps in Zemindari and Hill Tracts. There is however ample time for preparation, and arrangements can be made through local officers to ensure that no tract shall escape observation.

11. In the schedule to be filled up by the enumerator provision is made for noting the caste of each individual. The question to be considered here is whether the information so recorded should be tabulated in more than major detail or not. The Committee consider that there is no part of the work of compilation which presents so many difficulties, involves so much labor, and at the same time is so unsatisfactory when completed as the working up of the caste tables. They would leave out the tabulation of minor details, or if the compilation is to be attempted at all they would limit the castes to be separately shown to such as contain more than 100,000 souls. The Committee are fully alive to the advantages of the existence of a record showing the number under each sect, but they consider that the matter rather concerns social philosophers and philanthropists, and should not find a place in reports relating properly to the enumeration of the people. The Board do not concur in this view. The object of a census is manifold; it is not merely for fiscal purposes, and if important information can be collected simultaneously for the social philosopher and philanthropists from the census schedules, there is no reason why this should not be done. The suggestion that castes containing insignificant numbers should not be separately shown is good, but the Board do not understand how the numbers are to be arrived at before tabulating, and after tabulation nothing is gained by omitting the information from the tables. If castes embracing but a few individuals are not to be distinguished, the Board are inclined to think that the limit should be fixed at 10,000 instead of 100,000 for each province.

12. A majority of the Committee consider tabulation by ages to be unnecessary; but the Board think it is of importance to ascertain at least how many of those engaged in the principal occupations, especially agriculture, are adults and how many children. The Board would therefore classify such as adults and children under "male" and "female" separately, a uniform age, say 15 years, being fixed above which persons should be considered as adults. Tabulation by ages to the quinquennial periods fixed would of course be better still if it did not involve too much labor, as such a plan would admit of the exclusion of the aged and the ascertainment of the incidence of taxation as respects the working male agriculturists and the number of actual workers for each occupation.

13. Considerable difficulty was experienced on the last occasion in collecting information on this subject in Zemindaris, and after all the information collected proved to be incomplete and far from accurate. The information, however, if it could be collected would be of much value, inasmuch as from it may be gathered the entire rent paid by the holders of lands, the amount which reaches the Government Treasury, and that which goes to the middlemen, besides much other interesting information. The statement, though not strictly connected with the census, ought to be annexed to the census tables, and every endeavour should be made to procure as much correct information as possible. There is ample time to arrange for a successful collection of the particulars required.

(m) Whether there is any reason for anticipating difficulty in supplying the information regarding land and land revenue in the old census Form No. 4.

14. The Committee consider that in Madras the Board of Revenue should undertake the supervision, but it would be better to entrust it to the officer who is to superintend the enumeration, at any rate from the time of his appointment, which, the Board gather, is to be at least six months prior to the date of the census.

15. The Committee suggest that if a compilation of castes is to be attempted, a list of castes and sects should be drawn up by the local authorities beforehand with directions to the enumerators to adhere to the nomenclature in the lists instead of using English terms which they may consider equivalent to the Vernacular designation. Of course this must be done; a similar course was followed on the last occasion.

16. The Committee consider legislation advisable. It is stated that in this Presidency the Municipalities have statutory powers for the enumeration of the people within their jurisdiction, but the Board do not know to what provisions of the law reference is made. The Board do not anticipate any difficulty whatever; but there is no objection to the passing of an Act to which recourse can be had if necessary.

17. The Board have now noticed all the questions to which the Government of India draw special attention. They embrace nearly every matter of importance which calls for settlement at this stage; only two other points appear to require notice:—

1st.—As regards Appendix C, the heading implies that this statement is to be a complete list of all the houses in the Presidency. Such a separate enumeration appears quite unnecessary and useless; it will suffice if all uninhabited buildings, shops, public buildings, &c., are entered therein, the total number of inhabited buildings being added at the foot.

2nd.—The Committee deprecate (paragraph 26) the general employment of the Police, considering that such action is open to misconception and may result in oppression or extortion. On the last occasion the Police were employed in this Presidency, though not very largely. No instances of abuse of power were brought to notice as far as the Board are aware, and with proper supervision there does not appear to be any greater objection to their employment, where necessary, than to the employment of other subordinate officials. The utilization of an agency so extensively available should not be prohibited.

(A true Extract.)

(Signed) C. A. GALTON,
Acting Secretary.

To the Secretary to Government, Revenue Department.

Exd. A. Grubert and W. J. Lewis.

Revenue Department.

961
10

Memo for Orders.

In Proc. Bd of Revenue dated 5 April 1878
N^o 944, regarding the arrangements to be
made for taking the next Census of India
in 1881.

Letter from the Coll^r of Madras recorded
in G.O. 17 April 1878 N^o 605.

The Gov^t of India
in their letter dated 20 Feb^y
1878 N^o 2, desired to have
by the 30th June next, the
opinions of this Government
upon the seven subjects dis-
cussed, in the Report of
the Committee on the arrange-
ments for taking the next
Census of India in 1881,
and specially invited atten-
tion to sixteen questions
arising

G.O. 13 March 1878 N^o 396.

Vide para 7 of the Report.

21-1-90

Revenue 15th of March
This volume 11th 1878.

1878.

Board of Revenue.

MADRAS.

PROCEEDINGS, 6th APRIL 1878, No. 944.

End.

Received

APRIL
No. 944.

Census of India.—Submitting Board's views
with reference to Government Order regarding
the arrangements to be made for taking the
next — in 1881.

N^o 2922-

arising out of the discussions

2. The Board and Mr. Grose were asked to report and their replies are now before Government. Mr. Grose's was received first and the Board were asked to consider it in making their report, but meanwhile their Proceedings had been passed.

3. The Board have dealt with the 16 questions. Mr. Grose has based his remarks on the 7 subjects, referring also to the specific questions.

4. The Board and Mr. Grose agree that the census should be synchronous.

Bd's Proc: 6 April 1878 no 944
Mr. Grose's recorded in G.O.
17 April 1878 no 605.

Subject I. The propriety of taking the Census on one and the same day at the same time as in England.

Question (a) The possibility of taking the Census everywhere on the same day, and the tract, if any, where this will not be possible

(b). The date to be fixed for taking the census. (Paragraphs 8 and 9 of the Committee's report).

February 10th selected

2 Chronons throughout India - also that the beginning of February 1881 (as proposed by the Committee) would be better than 1st April, the English Census date.

I don't see any reason why it should be the same as England - be adopted -

Might be warm - will not prevent work in fact it is a time when officers are working

It would say no objection to it

The Board say there are no important festivals. Mr. Grose thinks there probably would be some thing of the kind what ever day was fixed upon, and that to meet such cases special arrangements would be necessary after inquiry as to their locality. He particularly notes the effect of these festivals on the village - was record of

of population, and to meet the difficulty and ensure the village population being correctly entered, he recommends that the results of the preliminary enumeration should also be embodied in the Village Statements.

As to tracts where it would not be possible to take the Census on the same day everywhere the Board instance the Hill Ranges of Ganjam and Vizagapatnam.

They further recommend that the Native States should be induced to undertake a Census on the same date.

It is a point of comparison & double registration
So should be

See upper to the Agents not
Kloros & Savaraks -
W. 1861: - as to Jy-
pore & Hill tract in N. 24.
Rampur of J. 1861
all were found
arranged.

Chensuans in Kurnul
and Hill tribes in Patna
Cumbaton Nishkerris
Malabar & Canara,
Madras & Dindigul
will also require being
arranged. Collectors
to report

Commence with
Residents

Subject II. The necessity for a preliminary Census by which is meant the recording of the numbers in the Census Schedules on a day or days previous to that fixed for the actual enumeration. On the latter date the schedules would be merely checked & corrected to bring them into agreement with the actual facts existing on that day.

Question (j) The preliminary record of boundaries and areas - (paragraph 34).

When the preliminary enumeration is made
in the present
50000/3/4

Para 7-10 of his letter.

I am certain that this is most useful as preparing all parties for the actual enumeration

Subject III. The form of schedule to be used.

Question (c) The form of enumerator's schedule proposed by the Committee and the possibility of

5. The Board do not specifically say whether a preliminary census is necessary but in answering question (j) they assume that some preliminary record is essential. Mr. Grose thinks one certainly necessary, and that it should be preceded by assigning enumerators limits and numbering houses. He gives details of how this should be arranged.

6. Both the Board and Mr. Grose accept generally the form proposed by the Committee, and

and the Board are no difficulty in its being satisfactorily filled in.

The Board see no objection to numbering 'enclosure' as well as 'house'. Mr. Gross is altogether opposed to such distinction. It could be worked at the last census and had to be abandoned in every District.

The Board would classify houses as terraced, tiled, and thatched.

Mr. Gross sees no use in any classification and remarks that the system adopted last time (same as now suggested by the Board) gave no indication as to value of property.

of getting it satisfactorily filled in (paragraphs 12 to 22)

Question (d) The distinction to be observed between "enclosure" and "house" and the possibility of a satisfactory classification of houses as an index of general prosperity - (paragraph 13).

The distinction is not applicable to the District.

It is not desirable as far as the District is concerned were useless.

See Mr. Gross that the distinction does not hold the supposed difference but is not a very distinct one.

Mr. Gross does not see the value of it is with nothing for pattern. Mr. Gross is an approximation of conditions as near as possible. Mr. Gross is the only person who is not.

Mr. Gross - Dr. direct that terraced houses are stone or mud, be classified with thatched houses. The Board would not omit ruined houses as suggested by the Committee.

Mr. Gross - I think there will be a certain number of houses as suggested by the Committee.

Question (e) The collection of information regarding the civil or conjugal condition of each member of the family - (paragraph 15). Neither the Board nor Mr. Gross anticipate any difficulty in recording the condition of individuals as married, unmarried, or widowed.

Mr. Gross notes on Column 6 of the enumerators Schedule which is headed 'age last birthday', that the age always stated by the people is the age next birthday. If this is

Mr. Gross - certainly Mr. Gross

is remembered the
Column can be correctly
filled.

The Board do not
quite agree with the
Committee as to the mode
of filling up the 7th
Column in the Schedule
headed 'Religion'. The
term Hindus is not,
they say applicable to
religion and they think
this Column should show
the broad divisions, such
as Vishnava &c, and
that there would be no
great difficulty in issuing
definite instructions.

Mr. Grose thinks the
Committee's proposals
will do.

Question (f) The collection
of information regarding
religious divisions - (Paragraph 17)

Japan on the Board
Sect & Caste still
over - We also state
require this for public
purposes

Question (g) The separate
enumeration of Eurasians or
other mixed races - (Paragraph 19)

The Committee
were doubtful as to the
expediency of recording
particulars as to persons
of mixed birth, such as
Eurasians &c. Mr. Grose
accepts their views but
the Board think that
Eurasians & Europeans
should certainly be
distinguished.

Mr. Grose notes
that in the heading of
the form (Appendix A)
the "name of the head
of family" should be
entered not 'house'

Subject IV. The Agency to
be employed in the enume-
ration, and in the compi-
lation of the returns.

The Board and
Mr. Grose agree that
as a rule the unpaid
village

village agency heretofore
employed will suffice,
save in particular cases
as for instance in
Municipalities and
festivals.

In regard to the
observations of the Com-
mittee deprecating the
employment of the Police
as likely to lead to
misconception and
result in oppression
both the Board and
Mr. Grose are at one in
approving the utilization
of this agency. The
Board observe that
the Police were employed
on the last occasion
and no instances of
abuse

Question (b) The agency to
be employed in making the
census and whether it should
be paid or not. (Paragraphs
24 to 28).

Lazee

Para 17 of their Proceedings
6 April 1898.

Question (c) - Whether a sin-
gle officer or a Committee
should supervise the census
and compile the returns -
(Paragraphs 29 to 33)

abuse of power were brought
to notice. Mr. Grose says
"the Imperial Police
"are the most useful
"class for chattrans
"and travellers generally
"and the village police
"for wanderers who sleep
"in the open"

The Board say
that 'of course the agency
'to be employed in the
'compilation of returns
'after the census must
'be paid.'

The Board and Mr.
Grose agree with the
majority of the Committee
that a single officer
is

This I think is
quite right - but
I think the
employment of
the Imperial Police
is deprecated

is preferable to a Commission for supervising the Census operations -

In regard to the preliminary record of boundaries and areas the Board recommend the procedure adopted at the last census,

and Mr. Grover (paras 7-10 of his letter) gives details of what should be done as to numbering houses and preparing a house register for every village so as to obviate any area escaping census.

8. Neither the Board nor Mr. Grover agree with the Committee in

Yusuf Yusoff

I prefer a single officer for each Presidency - that he report on his own Presidency
Question (j) The preliminary record of boundaries and areas - (paragraph 34)

Don't think we are in danger here - The difficulty at the Caxas is a misapprehension - DeLone is the village, not Amush.
Subject V. The mode of tabulating the returns so as to bring out most satisfactorily the facts recorded

Question (K) The separate enumeration of castes - (paragraphs 37 and 38).

I agree Yusoff

This is most essential to omit no caste - or may come afterwards

Question (L) Whether occupations should be tabulated by ages.

I agree with Mr. L. H. H.

I agree with the B. H. H.

H. H.

in thinking that details of caste in the tabulation should be curtailed. The Board think that all castes should be enumerated and Mr. Grover would have the Chief Castes in each District shown.

Mr. Grover agrees with the Committee that tabulation by ages (in regard to occupation) is unnecessary. The Board however would at least classify males and females separately as adults and children taking 15 years as the distinction between the two. This

This form to the Com-
 mittee would not
 make obligatory but
 would permit its use
 where the revenue au-
 thorities can give the
 necessary information.
 In regard to the question
 put by the Government
 of India, the Board
 observe that considerable
 difficulty was experienced
 on the last occasion and
 the result was unsatis-
 factory but they think
 arrangements should
 be made for the collection
 of the particulars re-
 quired. Mr. Gross
 thinks it unnecessary
 to

Question (m) Whether there
 is any reason for anticipating
 difficulty in supplying the
 information regarding land
 and land revenue on the
 old census Form No. 4.

See minutes
 The B. P. M.
 I should not collect
 what the census
 Mr

Mr. Macdonald Collects
 provide for village acc-

Subject III. The printing &
 preparation of the forms for
 enumeration & for compiling
 the results, together with the
 preliminary instructions to
 be issued.

Question (m) The authority who
 should undertake the arrange-
 ment preliminary to enumera-
 tion - (Paragraph 45).

Mr. Macdonald
 Mr. appt on superintd
 of Mr. before the census
 begins

to collect them at the
 census as they may
 be obtained from the
 Board of Revenue. This
 is probably a misap-
 prehension - they will
 have to be sought in
 the districts.

9. Mr. Gross agrees
 with the Committee
 that the Revenue Board
 should undertake
 preliminary arrangements,
 but the Board think
 the local Superintendent
 of enumeration who is
 to be appointed 6 months
 before the census should
 take everything into
 his own hands. There
 is the

The Board agree in the proposals of the Committee. Mr. Gross advises

that the supervisors should be required to go through every entry in every schedule besides testing 10 per cent by visiting the houses.

10. The Board see no objection to the legislation proposed by the Committee to be used if necessary. Mr. Gross thinks legislation necessary and would provide against giving false information to enumerators and exempt enumerators and supervisors from judicial summonses during the enumeration.

Question (C) The preparation of lists of occupations, counties, sects. (Paragraph 16)

Subject VII. The necessity for legislation.

Question (P) The necessity for legislation for the purpose of carrying out the census in 1881. (Paragraph 17)

Very well
H. J. M.

I will legislate. It may occasionally prove useful but the main advantage is that it draws attention to the matter.

12/5 M

Enumeration 961/18

961

12/5 M

Memorandum
Census of 1881

No. 2040

Cur



961
Rev. Sept.

No. 961

Proceedings of the Madras Government
Under date the 25th June 1878

Read the following papers:
Proceedings of the Board of
Revenue dated 6th April 1878,
No. 944.
Letter from the Collector of
Nellore recorded in G.O. 17th
April 1878 No. 605.
Proceedings of the Board
of Revenue dated 11th May 1878
No. 1276.

Code 1750. Original Order
sent among the Judges in
a spare copy to be given to the
B. C. 1750.

ML
5/6

No. 294 order thereon, 25th June 1878, No. 961

G.O. 13th March 1878 No. 396.

ML
11/6

ML
11/6

The Government of India
in their letter dated 20th Febru-
ary 1878 No. 2 desired to have
by the 30th June, the opinion
of this Government upon the
screw subjects discussed in
Vide para 7 of the Report. the Report of the Committee

on the arrangements for the next Census for India in 1881 and especially invited attention to sixteen questions arising out of the discussion. The Board of Revenue and Mr. Grose the Collector of Madras / who took an important part in the preparation of the Census of 1871 / having been consulted His Grace the Governor in Council now proceeds to review their observations on the subject, as embodied in the papers read above.

2. The Board have dealt with the sixteen questions, while Mr. Grose has based his remarks on the seven subjects, referring also to the specific questions.

3. Both agree that the Census

Subject I. The propriety of taking the Census on one and the same day at the same time as in England.

Question (a) The possibility of taking the Census everywhere on the same day, and the tract of any where this will not be possible.

(b) The date to be fixed for taking the Census / paragraphs 8 and 9 of the Committee's report.

April is a more convenient time in districts than Feb. / because of the weather.

96/ 6
Census should be synchronous throughout India, also that the beginning of February 1881 (as proposed by the Committee) would be better than 1st April, the English Census date. His Grace the Governor in Council would accordingly adopt February but sees no reason, should it be particularly desired, why the 1st April - as in England - should not be chosen for this Presidency. The heat ~~may be~~ great but will not prevent work.

4. The Board observe that there are no important festivals at the beginning of February, but Mr. Grose thinks that there probably would be something of the kind whatever day was fixed upon, and that to meet such cases special arrangements would be necessary after enquiring as to their locality. He particularly

particularly notes the effect of
these festivals on the village
record of population, and to
meet the difficulty and en-
sure the village population be-
ing correctly entered, he re-
commends that the results
of the preliminary enumeration
should be embodied in the
Village Statements. The Board
are averse to entering in the
village returns finally printed
the results of the preliminary
enumeration instead of those
obtained at the final enumer-
ation (1) because the latter must
be regarded as more generally
correct, (2) because it is imper-
missible to eliminate all disturb-
ing elements and (3) because
the source of error adverted to
will after all affect very li-
mited tracts. They have no
objections

objection to the adoption of the
arrangements suggested by Mr.
Grose in paragraph 3 of his let-
ter in regard to speedy and
correct enumeration in the
localities where any festivals
may take place at the time.
The Government agree with
the Board and think that
Mr. Grose's plan might lead
to confusion.

5. As to tracts where it would
not be possible to take the Census
on the same day every where the
Board instance the Hill Ranges
of Kanyam and Vizagapatnam.
They further recommend that
the Native States should be in-
duged to undertake a Census
on the same date, all that is
desired being in their case the
mere enumeration of the people
by no. The Government observe
that

that special arrangements will be necessary for

(1) The Agency tracts in Coimbatore and Vizagapatnam Districts including the Jaypore Landward in the latter.

(2) Rumpah, Jeddangi, Re. Kapiatti, Bhadrachalam, and other Hill tracts in the Godavari.

(3) The Kallamallam in the north.

(4) And the Hill tracts in Salem Coimbatore, Nilgiris, Malabar, Canara, Madras and Travancore. The Board will at once call on the Agents and Collectors concerned to report on the best mode of settling the Census in the future.

As regards the Native States the Resident and Agents concerned will be desired in the Political Department to communicate with the respective Governments and obtain their views which should

be taken into account in the margin

- 1. Travancore
- 2. Cochin
- 3. Mangalore
- 4. Soudur
- 5. Pondicherry.

It is very desirable that it should be possible to get the Native States & the former Governments

Subject II. The necessity for a preliminary census by which is meant the recording of the numbers in the Census Schedules on a day or days previous to that fixed for the actual enumeration. On the latter date, the schedules would be merely checked and corrected to bring them into agreement with the actual facts existing on that day.

Question (j) The preliminary record of boundaries and areas (Paragraph 84).

Subject III. The form of Schedule to be used.

Question (C) The form of enumeration schedule proposed by the Committee and the possibility of getting it satisfactorily filled in (Paragraph 12 to 22).

should be reported at an early date together with their own remarks.

6. The Board do not specifically say whether a preliminary census is necessary, but in answering question (j) they assume that some such record is essential. Mr. Gore thinks one certainly necessary and that it should be preceded by assigning enumerators limits and numbering houses. He gives details of how this should be arranged, and the Board approve his suggestion. His Grace in Council has no doubt whatever that preliminary enumeration is indispensable. Minutes of Council

7. Both the Board and Mr. Gore accept generally the form proposed by the Committee, and the Board see no difficulty in its being satisfactorily filled

filled in.

8. The consensus of opinion is opposed to numbering 'enclosure' as well as 'houses'. Mr. Grose points out that the plan could not be worked at the last census and had consequently to be abandoned in every district. The Government observe that the distinction is not applicable to this Presidency and that no attempt should be made to enforce it.

9. The Board would classify houses as terraced, tiled and thatched, as such a classification is in their opinion

Question (d) The distinction to be observed between "enclosure" and "house" and the possibility of a satisfactory classification of houses as an index of general prosperity // paragraph 12

⁹⁶¹
²³
opinion, "generally an index of relative prosperity to some extent though not an infallible one." Mr. Grose saw no use in any classification and remarks that the system adopted last time / the same as now suggested by the Board gave no indication as to the value of property or condition of the occupants. This may be partially true but the Government think such a registry is worth making as it may be useful for future guidance. As to "terraced" it will be necessary to make

some distinction between ordinary
'terraced houses' and the stone or
mud covered huts in the Cochin
District ~~which might be clas-~~
~~sified perhaps as 'thatched'.~~

10. The Board think that
there will be risk of the enumer-
ation being incomplete if any
discretion be allowed in regard
to ~~something~~ ^{ruined} houses, but
the Govt. agree with the Com-
mittee that such should be
omitted.

11. No difficulty is an-
ticipated in recording the
condition of individuals as
married, unmarried or widow-

ed. The Coll^r of Malabar will
be directed to ascertain the views of
his principal native officers upon an
enquiry of this kind in his District,
and how they would return ex-
isting conditions. Probably
no practical difficulty will arise.

*I think this will contain
most of the
This will not do certain
But*

Question (c) The collection of
information regarding the civil
or conjugal condition of each
member of the family, para-
graph 15/

Question (f). The collection of
information regarding religious
divisions. (paragraph 17)

961 10
12. It is pointed out with
reference to Column 6 of the
enumerator's schedule headed
"age last birthday" that the
age which the people are ac-
customed to give is the age
next birthday. This should
be taken as given and then
the correct entry can be made.

13. The Board do not agree
with the Committee as to the
mode of filling up the 7th Col
in the schedule headed Religion.
The term Hindus is not, they
observe, applicable to religion
and they think this column
should show the broad divi-
sions, such as Vishnavas, Se-
and that there would be no
great difficulty in issuing
definite instructions. Mr.
Gosse thinks the Committee's
proposal

proposals sufficient. The Govt. agree with the Board. Sex and Caste are absolutely required for public purposes and should be shown.

14. The Committee are doubtful as to the expediency of recording particulars as to persons of mixed birth, such as Eurasians &c. Mr. Gosse accepts their views but the Board think ^{that} Eurasians and Europeans should certainly be distinguished. The Govt. are in accord with the Board on this point.

15. They also approve the suggestion that in the heading of the form (Appendix A) the "name of the head of family" should be entered, not "house".

His

Question (g). The separate enumeration of Eurasians or other mixed races. (Paragraph 19)

Subject IV - The Agency to be employed in the enumeration, and in the compilation of the returns

Question (b). The agency to be employed in making the Census and whether it should be paid or not. (Paragraphs 24 to 28)

Paragraph 17 of their Res.

6th April 1878

16. His Grace the Governor in Council is of opinion with the Board and Mr. Gosse that as a rule the unpaid village agency heretofore employed will suffice, save in particular cases, as for instance in municipalities and at festivals.

17. Referring to the observations of the Committee deprecating the employment of the Police as likely to lead to misconception, and result in oppression, both the Board and Mr. Gosse are at one in approving the utilization of this Agency. The Board observe that the Police were employed on the last occasion and no instances of

of abuses of power were brought
to notice. Mr. Goss remarks
"the Imperial Police are the
"most useful ^{police} for chattruns
"and travellers generally,
"and the village police for
"wanderers who sleep in the
"open." The Government see
no objection to the employ-
ment of the Police in the
enumeration ^{under the classes}
manera indicated by Mr.
Goss but would not utilize
them in the enumeration
of the ordinary resident
population.

18. As a matter of course,
the agency to be employed
in the compilation of
returns after the Census
must be paid.

19. Mr. Goss agrees with the
majority of the Committee
that a single officer is preferable
to a Committee should supervise
the Census and compile the re-
turns. (Paragraphs 29 to 33).

to a Commission for super-
vising the Census operations.
The Board were at first of
the same opinion, but on
reconsideration, state that
"there is much force in Mr.
"Cornish's arguments in favor
"of a Commission of three
"members to supervise" the
operations and that looking
to the vastness of the area
and the onerous nature of
the work, "quarter expedition
"is likely to be secured by a
"division of the labour." They
therefore withdraw their re-
commendation in favor of
a single officer. His Grace
the Governor in Council is of
opinion that a single officer
will answer best.

20. In regard to the preliminary
record

Paragraph 9 of 13th Dec 1878

record of boundaries and
areas, the Board recommend
the procedure adopted at the
last Census, Mr. Grose.
(paras 7 to 10 of his letter) gives
details of what should be
done as to numbering houses
and preparing a house
register for every village
so as to obviate any area
escaping Census. The Board

approve these details which
will doubtless suffice for
the object in view.

21. The view of the Committee
in regard to the entailment
of details of caste in the tabu-
lation do not meet with
the approval of Govt. They
think with the Board
that all castes should be
enumerated. The registry of

Paragraphs of Pro 3/11 May/78

Ad.

The Govt. have with reference
to the Committee's observations "Dist. Com. 1"
33 put in Malabar the Dist. Com. 1

Subject V. The mode of tabulation.
-ting the returns so as to bring
out most satisfactorily the
facts recorded.

Question (17) The separate enum-
eration of castes. (Paragraphs 24 & 25)

13
all is most essential, and
none should be ⁹⁶¹omitted
but any doubling that may
be thought necessary can be
afterwards carried out.

Question (1) Whether occupations
should be tabulated by ages. 22. Mr. Grose thinks with
the Committee that tabulation
by ages (in regard to occupa-
tions) is unnecessary. The
Board however would at
least classify males & female
separately as adults and
children taking 15 years as
the distinction between
the two. The Govt. are of the
same opinion as the Board

old there are several in
each Amshom, is equi-
valent to the village, &
to a well defined area.

23. This form 4, the Com-
mittee would not make
any reason for anticipating
difficulty in supplying the in-
formation regarding land and
land revenue in the old Census
Form No. 4 - its use where the Revenue
authorities can give the
necessary

necessary information. In regard to the question put by the Govt of India, the Board observe that considerable difficulty was experienced on the last occasion with unsatisfactory results, and agree with Mr. Grose in recommending that enquiries into Land Revenue be kept distinct from Census operations. His Grace the Governor in Council is of opinion that the information is useful but should be collected independently of the Census and further arrangements should be made.

24. The Govt are no objection to the suggestion about the forming, that where population is divided into "Male, female and total," the total should come last

Subject II. The printing and preparation of the forms for enumeration and for compiling the results together with the preliminary instructions to be issued.

c.g. Question (24). The authority, who

should undertake the arrangement preliminary to enumeration (para graph 46)

(c.g. Form III, cols 2, 3 and 4)

25. Mr. Grose agrees with the committee that the Revenue Board should undertake the preliminary arrangements, but the Board think the local Superintendent of enumeration who is to be appointed should before the Census should take everything ^{into} his own hands. The Board's proposal has the entire approval of Govt.

Question (3). The preparation of lists of occupations, castes, sects. (para graph 46)

26. The Board agree in the proposals of the Committee on the subject and in those of Mr. Grose as to requiring Supervisors to go through every entry in every schedule besides taking 10 per cent by visiting the houses.

Subject VII. The necessity for legislation.

Question (4). The necessity for legislation.

27. The Board do not think that there is absolute necessity for legislation but

but they have no objection
to urge against it. If course
should be had to legislation,
they agree with Mr. Gross in
thinking that provision
should be made to punish
the giving of false information
to enumerators and for the
exemption of enumerators
from judicial process during
the enumeration. The Govt.
think legislation desirable.
It will doubtless prove use-
ful, but the main advantage
is that it draws attention to
the matter.

legislation for the purpose of
carrying out the Census in 1881
(Paragraph 47)

28. In regard to Appendix C.

The Board note that a separate
enumeration of all the houses
in the Presidency seems quite
unnecessary and useless,
and that it will be sufficient
if all uninhabited buildings,
shops, public buildings &c

Bill Nov 16 April, paragraph 17
signed

are entered therein, the total
number of inhabited buildings
being added at the foot.
The Government see no objection
to this proposal.

Y. A.

- 14 To the Board of Revenue 25 July
1. Mr. J. Gross Esq. Collector of Bellary
1. The District Commissioner
5. The Political Dept

100
6

End of the

Common arrangements
for 1881.

D. 292 & 294

188. 5. 6-78
N. 24 5-78.

Letter from Collector

No 665



No 248

30 17th April 1878

Revenue Department

N^o 1276

961
30

Proceedings of the Board of Revenue.

Dated 11th May 1878.

Read Government Order dated 17th April 1878
N^o 605, R.O., communicating to Board of Revenue
for consideration and remarks letter from Collector,
Nellore, submitting remarks on Report of the Census
Committee.

The Board have already replied to G.O. dated
13th March 1878 N^o 396 in their Proceedings dated
6th April 1878 N^o 944. They will now briefly refer
to Mr. Grose's suggestions and also to their remarks
thereon.

2. Paras 2, 3 & 4 of Mr. Grose's letter — The Board
are not aware that any festivals of more than a
merely local celebrity will take place at the time re-
commended by the Census Committee for the final
enumeration. There is, however, no doubt that even
festivals affecting small areas will give rise to
fallacious results, in some cases as regards the
normal population of particular villages and towns,
but the Board do not on this account consider it
necessary to enter in the village returns finally printed
the results of the preliminary enumeration, instead
of

of those obtained at the final enumeration which must be regarded as more generally correct. Nor indeed would this course secure complete accuracy because though the villages in which the feasts occur are known, it would be impossible to ascertain from what villages attendants at the festivals have been drawn. It is impossible to eliminate all disturbing elements and the source of error adverted to will after all affect very limited tracts. Some such arrangements as those suggested by Mr. Grose in para 3 of his letter may be made for enumeration in the localities where any festivals may take place at the time.

2. Paras 5 & 25 — The Board do not consider legislation to be absolutely necessary but they have no objection to urge against it. If legislation be decided upon the Board agree with Mr. Grose in thinking that provision should be made to punish the giving of false information to enumerators and for the exemption of enumerators from Judicial processes during the enumeration.

4. Paras 6, 7, 8, 9 & 10 — The Board concur in the suggestions contained in these paras. They are mostly matters of detail and will they presume be considered by the officer charged with the duty of superintending the Census in this Presidency —

5. Paras 11 & 12. The advantage of numbering the enclosure as well as the house is not apparent and the idea of doing so may well be abandoned, but the Board do not anticipate any material difficultyⁱⁿ obtaining the information.

6. Para 13 — The Board adhere to the opinion that houses should be classed as terraced, tiled and thatched. Such a classification is generally an index of relative prosperity to some extent though not an infallible one.

7. Paras 14, 15, and 17. The Board concur.

8. Para 16. The Board adhere to the opinion expressed in para 6 of their Proceedings dated 6th April —

9. Para 19. On reconsideration the Board are of opinion that there is much force in Dr. Cornish's arguments in favor of a Commission of three Members to supervise the Census operations and incline to think that looking to the vastness of the area and the onerous nature of the work greater expedition is likely to be secured by a division of

of the labor and they therefore withdraw their recommendation in favor of a single officer -

10. Paras 18 and 20 - The Board concurs -

11. Paras 21 and 22 - The Board consider that the tabulation of occupations by ages is desirable - In modification of the view expressed at Para 13 Board's Proceedings dated 6th April last the Board are inclined to recommend that enquiries into land revenue be kept entirely distinct from Census operations.

12. Para 23 - The Board concurs -

13. Para 24 - The Board consider that preliminary arrangements should be made by the Census Officer in communication with the Board -

14. Para 25 - The Board concurs -

(Trust Contract)

W. G. L.
Secretary

To The Secretary to Government
Revenue Department

E. H. S.
C. H. S.

Revenue 1878 Subl.

No 2040

Proceedings of the
Board of Revenue.

21-1-90

3-11-90

20th 11th May 1878.
20th 13th

SP 2061 - 25 June 1878

stating that the Board have
received G. E. A. 27/13 = March
1878, No 396 and submitting
remarks on Mr Green's sug-
gestions regarding Census
arrangements -

No 293 -

MS. 5.6.17. 17.24.6.28
e. 18.5.78 R. 15.5.78