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TAMIL NADU ARCHIVES

GOVERNMENT OF TAMIL NADU

Revenue DEPARTMENT

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1881

GOVERNMENT OF MADRAS.
REVENUE DEPARTMENT.

28th April 1880, No. 489.

No. 269. READ THE FOLLOWING PAPER :—

From C. BERNARD, Esq., C.S.I., Officiating Secretary to the Government of India, Home, Revenue, and Agricultural Department (Public), to the Secretary to Government of Madras, Revenue Department, dated Fort William, 29th March 1880., No. 1-C

In continuation of Circular No. 55 of the 13th November 1879, regarding the preliminary arrangements for the Census of 1881, I am directed to forward a copy of the form of enumerator's schedule which has been prescribed for general adoption throughout the Empire. Copies of despatches to and from Her Majesty's Secretary of State are enclosed.

2. The modifications which have been made in the form, as originally proposed by the Census Committee, are as follows :—

- (a) The proposal to have a separate form for each householder has been foregone; each enumerator will have a separate book or collection of forms.
- (b) The distinction between enclosure and house has been abandoned, the latter term alone being retained. It is believed that the term "house" is easily recognised in India, as indicating the homestead where members of a family live in commensality, and as comprising also the resident servants of such family.
- (c) The sixth heading above the tabular statement (name of the head of the house) has been omitted, as also Column 3 of the tabular statement. It will be sufficient to record the name of the head of the house first in Column 2.
- (d) The tabular heading *Nationality* has been struck out, and in its place have been substituted the two separate heads of *Mother-tongue* and *Place of birth*.
- (e) The heading of the "occupation" column has been altered so as to show that only adult males, or others who really follow a specific occupation, are to be shown in this column.
- (f) In the last column (*Infirmities*) "elephantiasis" has been omitted, and also the qualification "black" originally added in the case of lepers.
- (g) The notes at the foot of the tabular statement have been modified so as to enable the Local Government to adopt whatever territorial subdivision may be most convenient. The description of foreigners has been made dependent upon their country, as a more precise term than nationality.

3. Full instructions as to the use of the form, with skeleton directions to enumerators, will have to be printed on the cover of each enumerator's book. And I am to request that you will, with the permission of the Local Government, favor the Governor-General in Council with a draft of the instructions proposed for enumerators in Madras. On the uniformity of the instructions for all parts of India will, to some extent, depend the uniform significance of the results that may be obtained for the several provinces. The list of occupations will have (paragraph 38 of Census Committee's Report) to be prepared separately for each province. Copies of Dr. Farr's tables of occupations will be circulated as soon as they are received from England.

4. It is perhaps needless to observe that very great care will have to be taken in translating the headings of the form, so as to make those headings intelligible to comparatively illiterate people. It would be well that each of the translations of this form, before being sent to press, should be examined by a European officer conversant with each language, as it is used by ordinary people in the districts where it may be the vernacular.

5. It will be open to the Local Government to cause entry in Column 7 of such details as to clans, tribes, and septs as the Honorable the Lieutenant-Governor may see fit.

6. With reference to paragraphs 11 and 12 and 15 to 17 of the despatch from Her Majesty's Secretary of State, the Governor-General in Council has deemed it best to retain the heading "Caste" (Column 7) as a sub-head under "Religion." Instructions regarding the tables into which the census results are to be compiled will be issued hereafter. But tables for exhibiting the castes or tribes of the people will be prescribed. As the Census Commissioner for India will not take charge of his office until the autumn, references on general points of importance concerning the census preparations should be made to the Government of India in this Department; and copies of any circular orders issued by the Local Government or the Local Census Superintendent should be sent for record in this office.

FORM OF ENUMERATOR'S SCHEDULE.

Serial No. of each Inmate.	Name.	Condition, i.e., whether married, unmarried, widow, or widower.	Sex.	Age last birthday.	Religion.		Mother- tongue.	Place of birth.	Occupation of men, also of boys and females who may do work.	Education.	Infirmities.	Name of Enumerator.
					Religion.	Caste, if Hindu; sect, if of other religion.						
1	2	3	4	5	6	7	8	9	10	11	12	

* Title to be varied according to circumstances.

† If of mixed European and Asiatic parentage, add Eurasian.

‡ Boys at school, girls, small children, and women who perform no regular work should not be shown at all under Column 10.

† If a European British subject, add British subject.

‡ If a foreigner, state of what country.

§ If a foreigner, state of what country.

ENCLOSURE No. 1.

From His Excellency the Right Honorable the Governor-General of India in Council, Home, Revenue, and Agricultural Department (Public), to the Right Honorable VISCOUNT CRANBROOK, Her Majesty's Secretary of State for India, dated Simla, 13th November 1879, No. 80.

We have the honor to acknowledge the receipt of your Lordship's despatch, No. 53, (Statistics and Commerce), dated 19th April 1877, with which was forwarded for our consideration a memorandum of suggestions for the next census of India, together with letters containing the observations thereon of the Registrar-General and the Statistical Society.

2. On receipt of these papers, we submitted them to the consideration of a committee consisting of Messrs. W. C. Plowden and H. Beverley and Surgeon-Major Cornish, who had been specially employed in connection with the last census of the North-Western Provinces, Bengal, and the Madras Presidency, respectively. Their report was completed in January 1878, and we then found it expedient to refer their recommendations for the opinion of the different local Governments and Administrations, whose attention we specially directed to the following points:—

- (a) The possibility of taking the census everywhere on the same day, and the tract, if any, where this would not be possible.
- (b) The date to be fixed for the general enumeration.
- (c) The form of enumerator's schedule proposed by the committee, and the possibility of getting it satisfactorily filled in.
- (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.
- (e) The collection of information regarding the civil or conjugal condition of each member of the family.
- (f) The collection of information regarding religious divisions.
- (g) The separate enumeration of Eurasians or other mixed races.
- (h) The agency to be employed in making the census, and whether it should be paid or not.
- (i) Whether a single officer or a commission should supervise the census operations and compile the returns.
- (j) The preliminary record of boundaries and areas.
- (k) The separate enumeration of castes.
- (l) Whether occupations should be tabulated by ages.
- (m) Whether there is any reason for anticipating difficulty in supplying the information regarding land and land-revenue contained in the old census form No. IV.
- (n) The authority who should undertake the arrangements preliminary to the enumeration in the several provinces.
- (o) The preparation of lists of occupations, castes, and sects.
- (p) The necessity for legislation for the purpose of carrying out the census.

3. The replies of the various authorities have been received and considered by us, and we have now the honor to state our conclusions on the questions above detailed. Copies of the reports, including that of our committee, and of the connected papers, are enclosed in this despatch and specified in the list annexed.

4. There is scarcely a dissentient opinion as regards the feasibility of taking the census everywhere on the same day; and if all the details are well settled in advance, as with time and proper arrangements they should be, there should be no difficulty in securing a synchronous general enumeration. In every province exceptions will have to be made for outlying tracts with sparse populations, such as those inhabited by hill-tribes, the Feudatory States of the Central Provinces, the Orissa Tributary States, and some of the hill-districts of the North-Western Provinces and the Punjab. But in every province the area of such tracts is comparatively small, and special arrangements for effecting the census in them will have to be adopted by each local Government concerned to suit the local peculiarities of the country and the agency to be employed.

5. It is not, we think, desirable, and it is as yet scarcely possible, to fix the exact date of the general census. The consensus of opinion is in favor of one of the earliest nights in February 1881, perhaps a few evenings before the full moon in that month. The postponement of the work to the 1st April, so as to bring the date into correspondence with that of the English census, is generally deprecated, and we recommend that this proposal be abandoned. The extreme heat in April throughout the greater part of the country is a sufficient reason for the earlier date which the local Governments and Administrations advise.

6. The necessity for a preliminary enumeration was not amongst the points to which particular attention was invited. The Governments of Madras, Bombay, Bengal, the North-Western Provinces, and the Punjab all refer to this measure as essential. We concur in their opinion, and consider that the preliminary record will everywhere be required.

7. The form of the enumerator's schedule is the most important part of the subject. We agree in the objections advanced by the Commissioner, Hyderabad Assigned Districts, and the Lieutenant-Governor and Chief Commissioner of the North-Western Provinces and Oudh, to the proposal of the committee in paragraph 13 of their report, that the English plan of showing the details of each family in a separate schedule should be adopted. As is pointed out, this method is suitable in a country where each family fills up its own form. But in India any such multiplication of the returns would inevitably lead to confusion and inaccuracy. We observe that the second of the headings suggested by the committee in the same part of their report will have to be varied according to the circumstances of each province. In British Burma, for example, the terms *taluk*, *taluk*, and *pargana* would not be understood. It will be necessary to prepare a memorandum of instructions for the local Governments and Administrations, in which this matter can be treated with needful detail. As regards the third heading, "Name of the village and its number in the district list," it must be borne in mind that the grouping, and therefore the numbering, of the villages will not everywhere be based on the district. In the North-Western Provinces, the territorial unit will be the pargana, and the villages will be numbered accordingly, or as they stand in the land-revenue register of the taluk; in the Punjab also the taluk will probably be found to be a more convenient nexus than the district. The fourth and sixth headings, "Number of the enclosure" and "Name of the head of the house or family," we would, for reasons which will presently be adduced, omit altogether.

8. As distinguished from the headings, the form of schedule proposed by the committee has, with a few reservations, our approval. With reference to column 2, "Name," it should be an instruction to the enumerators that the head of the family should always appear first in the list. A double entry will thus be avoided, and the sixth heading, to which we have just referred, will become unnecessary. The number of separate families and of heads of families thus being ascertainable, we think column 3, "Relationship to head of family," should be left out. Looking to the various forms of family life extant in different parts of the Empire, to the great complexity of the Hindu joint family where it exists to the vague terms in use to describe relationship, and to the imperfect manner in which the facts of relationship are often apprehended, it seems to us that the information here in question could not be satisfactorily collected. The columns for "Condition," "Age," and "Age last birthday" we would not modify; next after these should come "Religion." Almost all the Governments accept the proposals of the committee under this head. The Commissioner of Berar, however, would enter the tribe, not the sect, of Muhammadans, and the Lieutenant-Governor of the Punjab desires to emphasise tribal distinctions in that province. He proposes to have three columns under the head "NATIONALITY," one for tribe and clan, one for mother-tongue, and one for place of birth; these to be followed by columns for religion and sect, *caste*, so far as it would not be recorded under tribe or occupation, being omitted. These suggestions are limited to the Punjab, and we think they would be inapplicable in most provinces. A column describing "tribe" and "clan" would, except in outlying frontiers and as affecting very limited numbers, be unintelligible in Bengal and Burma, and, in the majority of instances, probably elsewhere. The necessity for distinguishing the various tribes in the Punjab may possibly be met by leaving a discretion in the matter to the local Government so far as its own wants are concerned. We have considered the question whether the imperial tables should not be restricted to the entry of religion only, a general discretion being left to all local Governments and Administrations to add, for provincial purposes, such details of caste, tribe, or sect as they might desire to collect. But we think this would be too wide a liberty, and that it seems uncalled for; and we would adopt the recommendations of the committee, the data being limited as explained in the 17th and 18th paragraphs of their report, without any attempt at minute sub-divisions.

The term "NATIONALITY" seems to us to lend color to a misconception, as the Indian Empire does not consist of nations in the sense in which that word is used in European history and politics. The headings of the columns into which the committee have divided this subject are sufficiently clear in themselves; and we would substitute for "NATIONALITY" the two separate heads of "Mother-tongue" and "Place of birth." Under the latter should be shown the district with the parenthetical addition of the province or country, if the person was not born in the territories where he is returned.

There is no objection to the remaining columns, except that we think "black" in the description of leprosy will lead to confusion, unless some clear explanation is possible; and for

the reasons given by the Chief Commissioner of Assam, "elephantiasis" should be omitted. A census should not be a record of pathological statistics, and we are unaware of any special importance attaching to the distribution of this affliction which does not equally belong to many other diseases.

We append a form of schedule revised in accordance with the foregoing remarks.

9. The opinions by a strong majority are in favor of the omission of "enclosure," the experience of the last census having shown that the use of the term was either confusing or impracticable. The Government of the Punjab and the Chief Commissioner of Assam are alone in the minority. We do not consider that the heading should be retained. Mr. Beverley would define "house" as comprising the several dwelling-rooms which go to make up the homestead, whether such rooms are occupied by one or more families. This definition appears to be sufficient for all practical purposes, and it would easily be understood everywhere in India as indicating the homestead of all who are living in commensality.

There is, we think, no necessity at all for classifying houses or for collecting statistics of uninhabited houses. Considering the agency to be employed in the census, the difficulty of distinguishing between houses of a superior and inferior class would be great; and in India the character of a person's dwelling is not a certain index of the condition of the occupant.

10. On the collection of information regarding civil and conjugal conditions and religious divisions, our opinion has already been expressed. It would only be necessary to inculcate caution against anything like inquisitorial inquiry. Here, as in the case of the name, the record would simply state what was told. No extraneous investigation should be permitted, and where objections existed to naming the female members of a household, they should be indicated by numbers only.

11. Measures have recently been taken to ascertain particulars about the Eurasian community in India, with a view to their better education and, if possible, advancement in the public service. The necessity which led to these steps points equally to the desirability of enumerating this class at the census. The local Governments generally agree in this proposal, and effect may most simply be given to it in the manner indicated by the committee; that is, by the addition, where needed, of the word "Eurasian" in the column "Place of birth." Separate schedules for persons of mixed parentage, or anything like official pressure to record details in case of doubt as to the accuracy of the information given, should be avoided.

12. As regards the agency to be employed, we accept generally the recommendations of the committee. As far as possible, the agency should be unpaid, and, in the work of the enumeration, the rank and file of the police should be excluded. For the rest very much must be left to the local Governments; and the experience of the last census will be the best guide as to what should now be done. Probably in every province, except Bengal, some form of village or rural agency will be available, and even in Bengal, if the village panchayat system created in connection with the Chukidari Act, has been satisfactorily established, assistance might be forthcoming from the bodies so formed. Since the last census, municipalities have been everywhere developing, and the importance of many of those previously in existence has largely increased. These, in towns of considerable size, can be utilised. We can lay down no precise details, and both for the preliminary enumeration and the subsequent census, as well as for the local supervision, the several Governments and Administrations must make the best arrangements in their power. Their attention will be called at once to the subject.

13. The elaboration of the results and the compilation of the provincial and final returns will involve expenditure. With the majority of the committee we think that there should be a single Superintendent of the entire undertaking, to be appointed by ourselves, probably about 1st April next. His duties should generally follow the lines drawn by the committee. He would be the adviser of the local Administrations, and would visit each province to consult with the local authorities on the preliminary measures needed; and he would have to see that the instructions issued were uniform and explicit. In the present state of the finances the cost of a commission of three members for the work, as suggested by Dr. Cornish, would simply involve the indefinite postponement of the census; and apart from this, in such an operation the centralisation of authority is better than the division of labor. The risk of a casualty in the office must, we think, be incurred.

Simultaneously, or at such dates as the local Governments may advise, local deputies for each province should be appointed. Whether these officers should act independently of any control, save that of the local Government, or be subordinate in their work to a Board of

Revenue or Financial Commissioner, as suggested by the Lieutenant-Governor of the Punjab, is a matter we would leave the local Governments to decide; but it is the former alternative that we should prefer. It would be necessary to enjoin full co-operation with the Deputy Superintendents of the census on all Commissioners and District Officers. With the Deputy Superintendent should rest the provincial compilation of the data collected by the local agency; with the Imperial Officer, the final tabulation of the returns. We have not before us any estimate of the cost of these arrangements; but this we propose at once to obtain from the different local authorities. Meanwhile, we solicit your Lordship's sanction to the temporary appointment of an Imperial Census Commissioner, with a deputation allowance of Rs. 500 a-month, in addition to his own salary which would probably be that of a Divisional Commissioner, or from Rs. 2,500 to Rs. 2,916 a-month. The need for the services of such an officer would probably last for eighteen months. The Provincial Census Superintendents might be required for six to twelve months, and would receive deputation allowances of Rs. 200 to Rs. 400 a-month according to the size of the province to which they belonged.

14. The committee draw attention to the necessity for extreme care in the laying down of boundaries and areas, and cite several instances in which difficulties had been experienced in Bengal by the officers charged with the conduct of the last enumeration. They therefore urge the propriety of making arrangements which would preclude the possibility of such mistakes as occurred on that occasion. The necessity for these preliminaries is strongest in Bengal; and there the Lieutenant-Governor appears already to have taken some steps in the requisite direction. The attention, however, of the local Governments generally has again been called to the representations of the committee on this subject.

15. We do not propose that castes and sects should be classified in any more minute detail than the committee recommend. The principal heads given in paragraph 37 of their report will, we think, suffice.

16. The Governments of Bombay, Bengal, the North-Western Provinces and Oudh, and the Punjab, the Chief Commissioners of Mysore, the Central Provinces, Assam, and British Burma, and the Resident at Hyderabad, are all agreed that there is no necessity to tabulate occupations by ages. The Madras Government stands alone in proposing to distinguish between children and adults, taking fifteen years as the limit. The grounds upon which such statistics are required in great commercial centres are universally absent in rural India; and throughout the Empire the age returns are notoriously untrustworthy.*

The basis of such a division being thus unsound, we concur with the majority of the local Governments and the majority of the committee.

17. The third paragraph of your Lordship's despatch under reply called attention to the importance attached by the Registrar-General to the compilation being effected in such a manner as to admit of comparison or incorporation with the other returns of the British Empire, and remarked on the omission to compile in this way, in the case of the grouping of children under certain ages in the census of 1871-72. We understand that in the census of England in 1871 occupations were abstracted in conjunction with ages as regards—

- (a) all persons aged 5 years and upwards and having a specific occupation;
- (b) all persons aged 15 years and upwards, whether with or without specific occupation, the wives of certain classes being excepted.

As we do not propose to tabulate occupations by ages, we shall not be able to make comparison in this respect with the English returns of 1871. But we apprehend that provision should be made for comparison, not with these returns, but with the last Indian returns and the forthcoming British returns. This appears to have been sufficiently done by the committee. In their paragraphs 35 and 43 they observed—

"We have laid down the principle that our Indian tables should, as much as possible, conform in shape to English models, at the same time that they permit of comparison with the figures of former enumerations, where the forms have not been based on English experience." And again: "The tables 10 to 15 inclusive will deal with the ages of the people. It is proposed to classify by quinquennial periods, and by each year of infant life up to the age of 5. Special arrangements are provided in the tabulation columns for comparing the results of the last Indian census in which the ages 6 and 12 were specially given. This is done by showing each year of age up to 6 separately, and by sub-dividing the quinquennial period 10 to 15 into two columns, 10 to 12 and 12 to 15."

* If information is needed in regard to the age of children employed in manufacturing industries in large towns, it can always be obtained by separate and special inquiries.

18. The old census form No. IV is annexed for facility of reference. It is not intended that the information therein comprised should be collected as a part of the regular census work, from which its compilation will be kept distinct. It is desirable to have the information and to incorporate it with the census papers. It should be supplied by the best means available to the local Governments; only in Madras, Bengal, and Sindh is any difficulty apprehended.

19. We concur generally in the remarks of the committee in paragraph 45 of their report regarding the authorities who should undertake the arrangements preliminary to the enumeration. The preparation of the lists of villages and houses, and the selection of the territorial units for the proceeding, should be effected by the Chief Revenue Boards or Officers, in concert with the Imperial Census Commissioner and his provincial Deputy Superintendents. The enumerators and supervisors would be appointed by the District Officers in good time, and the latter would see that the instructions are understood. The responsibility for the organisation of the whole of this part of the business will rest with the local Governments. Some special provision will every where be necessary for numbering the floating population and travellers. A very large number of the Burmese live in boats; and there must be an immense similar population throughout India.

20. Lists of occupations prevailing in the several districts of the different provinces should be compiled by the local authorities, as proposed by the committee. As castes and sects will be exhibited only in major detail, no separate lists will, in these two cases, be necessary.

21. It will probably be found advisable to pass a short general Act, which would be permissive and applied as required by the local Governments; for this legislation, there will be ample time a year hence.

22. It is a matter for much satisfaction that, with the three exceptions of Nepal, Bhootan, and Sikkim, a census appears to be feasible throughout all the Native States. We do not propose on the present occasion to record our final opinion on this part of the subject, which has yet to be further considered in our Foreign Department. But supposing the determination to be that the census of Native States will be undertaken, we think that the broadest distinction should be drawn between the enumeration in British and Foreign territory. The results in the latter case will necessarily possess much less completeness and accuracy, and we should not expect them to conform to any uniform standard. The various Political Officers might be supplied with the instructions drawn up for British territory, and would doubtless cause the inquiries to correspond with them, so far as this might be practicable or expedient. The results might be tabulated locally by the agency or the province, as the case might be, the Agents and Residents being responsible both for the actual work and its utilisation. The two proceedings, though synchronous, would thus be entirely separate, and the superintendence from an imperial point of view would lie with our Foreign Department.

23. The committee suggest the import from England of paper for forms, and the Chief Commissioner of British Burma recommends the issue of a short explanatory circular, describing in plain language, suited to the comprehension of the rural population, the objects of a general enumeration. These are points deserving attention, but as subsidiary matters they can be left to the Imperial Census Commissioner, if one is appointed.

24. We would request that early consideration may be given to our proposals.

We have the honor to be,
My Lord,
Your Lordship's most obedient, humble Servants,

LYTTON.
F. P. HAINES.
A. J. ARBUTHNOT.
A. CLARKE.
J. STRACHEY.
E. B. JOHNSON.
RIVERS THOMPSON.

ENCLOSURE No. 2.

To His Excellency the Right Honorable the Governor-General of India in Council.

Statistics and Commerce,
No. 34.

INDIA OFFICE,
London, the 4th March 1880.

MY LORD,—I have considered in Council your letter, dated 13th November 1879, No. 80, (Public), transmitting papers on the subject of the next census of India, and stating your conclusions on the different questions therein discussed.

2. These conclusions may be briefly summarised as follows, under the three principal heads of (A) Preliminary Arrangements, (B) Enumeration, (C) Compilation and Tabulation of the information collected by the enumeration.

3. (A) Preliminary:

- (a) With perhaps some small local exceptions, the census or enumeration to be every where taken on the same day, early in February 1881.
- (b) A preliminary enumeration to be made a few days before the date of the formal census.
- (c) Legal sanction to be given to the census operations by special legislation.
- (d) The boundaries and areas of the census divisions to be carefully determined prior to the enumeration.
- (e) The agency for enumeration to be, generally, unpaid. The lower grades of the police not to be employed as enumerators.
- (f) A single Commissioner or Superintendent to be appointed, for about eighteen months, to supervise census operations generally throughout India, in co-operation with provincial Deputy Superintendents, who would be employed for about six to twelve months. These officers to be responsible for all arrangements preliminary to enumeration. The provincial compilation to rest (under the general control of the Superintendent) with the Deputy Superintendents; the final tabulation with the Superintendent. Arrangements for the subordinate staff to be made hereafter by the local authorities.
- (g) Minor preliminaries, such as printing, the supply of paper, &c., to be left to the Census Superintendent.
- (h) A synchronous but rough census of Native States to be undertaken, if practicable, under the superintendence of the Foreign Department.

4. (B) Enumeration:

- (i) Each enumerator to use a single schedule, in a form somewhat modified from that recommended by the committee.
- (j) The unit of enumeration to be the "house."
- (k) No classification of houses (as into "better sort," "inferior sort," and the like) to be attempted.
- (l) The name of each member of the household, that of the head of it coming first, to be entered in the schedule, except in the case of objection to state the name of a female, when she is to be entered by number only.
- (m) The "civil or conjugal condition" of each member of the household to be entered as stated by the parties, and without further inquiry. But no attempt to be made to ascertain and record information regarding the relationship of each member of the household to its head.
- (n) The age last birthday (except for infants, whose age is to be given in months) to be entered.
- (o) Religion, caste, and nation, race, or tribe. These particulars to be entered in the schedule, first under a main heading, "Religion," sub-divided into "Religion" and "Caste if Hindu," "Sect, if other religion;" secondly, in two columns, "Language of birth," and "Place of birth," separate information to show "British Subject," "Eurasian," or "Foreigner," being added for those cases under the latter column.
- (p) The "occupation" of each member of the household to be shown.
- (q) Also his or her educational state, under three heads,—
"Under instruction."
"Not under instruction, but able to read and write."
"Not under instruction, unable to read or write."

- (r) Certain infirmities to be shown under the heads,—
 "Unsound mind."
 "Congenital deaf-mute."
 "Blind" (the omission of which from the form is apparently inadvertent.)
 "Leprosy, black."

5. (C) Compilation and Tabulation :

(a) The particulars obtained by the enumeration to be tabulated in 27 forms. Of these five are general statements relating to areas, population, &c. The remaining 22 show the distribution of the population by sex, age, civil condition, religion, language, birth-place, occupation, education, and infirmities with certain cross divisions. Thus Forms 6, 7, 8 show distribution according to age and civil condition; Form 9, according to religion and civil condition; Forms 11 to 15, according to religion and age; Forms 18 and 19, according to sex and occupation; Forms 21 to 24, according to infirmity, age, and sex. It is not proposed to tabulate occupations by age or religion, or except by sex. Nor is "any classification by castes of the Hindu population to be attempted."

(b) Information as to land-revenue, &c., not to be collected as part of the census work, but will be separately ascertained and incorporated with the general census returns.

6. This scheme of operations appears to be on the whole well considered, and I generally approve it. But with regard to a few points, though I do not think it advisable to give any definite instructions, and shall leave it to your Government to decide upon them, I desire your consideration of the following observations.

7. Preliminary :

(c) It might be well to enact that the census schedules shall not be evidence in cases not connected with the census, as I am informed that, on the occasion of the former census, inconvenience has been caused by the schedules having been called for by courts of justice.

(f) A telegram,* copy of which is appended, has already been sent to you, sanctioning the appointment of a Census Commissioner or Superintendent. But, judging from the experience of the last census, it seems hardly probable that the information collected by the enumerators can be compiled and sent to headquarters and then tabulated, in time for the

Commissioner to complete his report within eight months from the taking of the census. On the other hand, it would seem that the Commissioner will have little to do, unless he supervises provincial compilation, for some time after the census is taken.

8. Enumeration :

I am disposed to think that nothing should be entered in the enumerators' schedules which it is not intended to compile or tabulate, either provincially or in the Imperial returns.

9. (m) As remarked by the committee (their paragraph 14), most valuable information might be obtained by the ascertainment and careful collation, with reference to caste, religion, occupation, and age, of family relationships, as regards the extent of polygamy and its effect on birth, the relative ages of husband and wife, the Hindu family system, the maintenance of the infirm and aged, and the like, in different provinces and among different classes of the people. But the labor of such compilation would be so great and its results so bulky that you appear to have exercised a judicious discretion in declining to attempt this. You therefore propose to ascertain only the civil or conjugal condition of the people generally. As in India, among the mass of the population, every boy and girl is married as soon as it is possible to procure a consort; the advantage of this, especially as you do not propose to tabulate the civil condition according to race or caste, will be chiefly to obtain some approximation to the proportions of these relations existing in different provinces and religions, and to assimilate your census returns to those of the United Kingdom.

10. (n) As regards age, it is generally admitted that the information collected will not be entirely trustworthy. There seems, however, no practicable alternative to your proposal to record the age by years except to omit age altogether in the schedule. It appears to be thought that, on the whole, the error will cancel itself, that is, that ages will be over-stated to the same extent that they are under-stated.

11. (o) The extent to which religion, caste, or race should be ascertained and shown in the final tabulation is one of the most difficult questions connected with the census; and I am not sure that your conclusions on it, if I rightly apprehend them, might not be somewhat modified with advantage.

12. In the first place, it appears to me that caste is essentially a tribal, not a religious, distinction, and that, if shown at all, it should not be shown under the heading Religion. Under that heading should be shown the main religious divisions and the sects. Thus, under the main head "Mahomedan" would be shown "Sunnis," "Shiaks," "Wahabis," "Khojas," and any similar sects; under "Hindu" (if, as is likely, it is not worth while to distinguish among orthodox Hindus between the special cults of Vishnu and of Siva), "Orthodox Hindus" and dissenting sects, such as Sikhs, Wallabacharyas, Kabir Panthis, &c.

13. If I am not mistaken, it is your intention to show, in Forms 4—9 and 10—15, age and civil condition according to the five great religious divisions—Hindu, Mahomedan, Buddhist, Christian, and "others"—only. If so, no separate and distinct information will be tabulated regarding such interesting and important sections of the community as the Sikhs, Parsees, and Jews. I can hardly think that this was meant.

14. The next point relates to nationality. I entirely approve of your decision to make language the great test of this. Care, of course, will be taken that the language recorded is the language of the individual described *used in his household*, not that of the locality in which he resides. But I am somewhat doubtful whether (except in Presidency towns, where there is a large immigrant population) it is worth while to show "place of birth".

15. Lastly, there is the question of caste and tribe. If shown at all, this should, I think, be shown under the main heading "Race" or "Nationality" next to "Language of birth".

16. If caste is not to be used at all for compilation or tabulation, either provincial or imperial (and strong arguments in favor of this view are urged by the committee), it should not, I think, be entered in the enumeration schedule. And if caste is not entered, it appears to me that other tribal distinctions (unless strictly for provincial purposes) should also be omitted. If it is not worth while to distinguish between the Brahmin, the Rajpoot, the Kumbi, the Mhar, and the Bhil, of the Deccan, it can hardly be necessary to distinguish between the Pathan, the Biluch, and the Jat of the Punjab.

17. On the other hand, before finally deciding to abandon all classification by castes of the Hindu population of British India, serious consideration should be given to such arguments as those urged by Mr. Hobart.* It must be remembered that, without some such classification, the useful information contained in Table 23 of the Parliamentary return of 1875 (C 1,349) cannot be given. It may be practicable, under detailed instructions from each local Government, to classify the information obtained in the schedules under the head of "Caste," somewhat as follows, for the Hindu population :—

Brahmins.
 Hindus of other high caste.
 Do. of inferior caste.
 Do. of impure caste, or outcastes.
 Aboriginal tribes.

The great point to be borne in mind is, that whatever instructions on this subject are given, they should be based on a uniform principle, and that the separate local details should all be susceptible of being brought under a final uniform classification.

18. (p) It appears to me worthy of consideration whether "occupation" should not be shown for adult males only. The results of showing the occupation of females in the last census returns are known to have been misleading.

19. (C) Compilation and Tabulation :

Should you, on consideration of the foregoing remarks, see fit to modify your conclusions on any of the points I have commented on, you will, of course, take steps to alter the form of tabulation statements accordingly.

20. In conclusion, I have only to express my satisfaction with the able and valuable report submitted to you by the committee, Messrs. Plowden, Beverley, and Cornish, to whose consideration you referred the question of arrangements for the next census.

I have the honor to be,
 My Lord,
 Your Lordship's most obedient, humble servant,

CRANBROOK.

12

REVENUE DEPARTMENT, 28TH APRIL 1880, No. 489.

No. 270.

ORDER THEREON, 28th April 1880, No. 489.

Miscellaneous.

COMMUNICATED to the Board of Revenue for information and guidance. They are requested to submit at an early

date a draft of the instruction proposed for enumerators as required in paragraph 3 of the above letter.

(True Extract.)

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

To the Board of Revenue.

Exd F. R. Bantleman.

300 Copies.

No. 80 of 1879.

GOVERNMENT OF INDIA.

HOME, REVENUE AND AGRICULTURAL DEPARTMENT.

PUBLIC.

TO THE RIGHT HON'BLE VISCOUNT CRANBROOK,

Her Majesty's Secretary of State for India.

SIMLA, the 13th November 1879.

My Lord,

We have the honour to acknowledge the receipt of Your Lordship's despatch No. 58 (Statistics and Commerce), dated 19th April 1877, with which was forwarded for our consideration a memorandum of suggestions for the next census of India, together with letters containing the observations thereon of the Registrar General and the Statistical Society.

2. On receipt of these papers, we submitted them to the consideration of a committee consisting of Messrs. W. C. Plowden and H. Beverley and Surgeon-Major Cornish, who had been specially employed in connection with the last census of the North-Western Provinces, Bengal, and the Madras Presidency respectively. Their report was completed in January 1878, and we then found it expedient to refer their recommendations for the opinion of the different Local Governments and Administrations, whose attention we specially directed to the following points:—

- (a) The possibility of taking the census everywhere on the same day, and the tracts, if any, where this would not be possible.
- (b) The date to be fixed for the general enumeration.
- (c) The form of enumerator's schedule proposed by the committee, and the possibility of getting it satisfactorily filled in.
- (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.
- (e) The collection of information regarding the civil or conjugal condition of each member of the family.
- (f) The collection of information regarding religious divisions.
- (g) The separate enumeration of Eurasians or other mixed races.

*File No. 80/87 - regarding
Census of India
of 1881*

Printed April 28th.

Printed June 28th.

Printed

Printed

REVENUE.

THE BOARD OF REVENUE.

GOVT. OF INDIA

APRIL.

No. 268-270.

Form of Enumerator's Schedule, prescribed for general adoption for the Census of 1881.—Communicated to the Board of Revenue, for information and guidance, letter from Government of India, forwarding a copy of the—; and requesting early submission of a draft of the instruction proposed for enumerators as required by that Government.

- (h) The agency to be employed in making the census, and whether it should be paid or not.
- (i) Whether a single officer or a commission should supervise the census operations and compile the returns.
- (j) The preliminary record of boundaries and areas.
- (k) The separate enumeration of castes.
- (l) Whether occupations should be tabulated by ages.
- (m) Whether there is any reason for anticipating difficulty in supplying the information regarding land and land-revenue contained in the old census form No. IV.
- (n) The authority who should undertake the arrangements preliminary to the enumeration in the several provinces.
- (o) The preparation of lists of occupations, castes, and sects.
- (p) The necessity for legislation for the purpose of carrying out the census.

3. The replies of the various authorities have been received and considered by us, and we have now the honour to state our conclusions on the questions above detailed. Copies of the reports, including that of our committee, and of the connected papers, are enclosed in this despatch and specified in the list annexed.

4. There is scarcely a dissentient opinion as regards the feasibility of taking the census everywhere on the same day; and if all the details are well settled in advance, as with time and proper arrangements they should be, there should be no difficulty in securing a synchronous general enumeration. In every province exceptions will have to be made for outlying tracts with sparse populations, such as those inhabited by hill-tribes, the Feudatory States of the Central Provinces, the Orissa Tributary States, and some of the hill-districts of the North-Western Provinces and the Punjab. But in every province the area of such tracts is comparatively small, and special arrangements for effecting the census in them will have to be adopted by each Local Government concerned to suit the local peculiarities of the country and the agency to be employed.

5. It is not, we think, desirable, and it is as yet scarcely possible, to fix the exact date of the general census. The consensus of opinion is in favour of one of the earliest nights in February 1881, perhaps a few evenings before the full moon in that month. The postponement of the work to the 1st April, so as to bring the date into correspondence with that of the English

census, is generally deprecated, and we recommend that this proposal be abandoned. The extreme heat in April throughout the greater part of the country is a sufficient reason for the earlier date which the Local Governments and Administrations advise.

6. The necessity for a preliminary enumeration was not amongst the points to which particular attention was invited. The Governments of Madras, Bombay, Bengal, the North-Western Provinces, and the Punjab all refer to this measure as essential. We concur in their opinion, and consider that the preliminary record will everywhere be required.

7. The form of the enumerator's schedule is the most important part of the subject. We agree in the objections advanced by the Commissioner, Hyderabad Assigned Districts, and the Lieutenant-Governor and Chief Commissioner of the North-Western Provinces and Oudh, to the proposal of the committee in paragraph 13 of their report, that the English plan of showing the details of each family in a separate schedule should be adopted. As is pointed out, this method is suitable in a country where each family fills up its own form. But in India any such multiplication of the returns would inevitably lead to confusion and inaccuracy. We observe that the second of the headings suggested by the committee in the same part of their report will have to be varied according to the circumstances of each province. In British Burma, for example, the terms *taluk*, *tahsil*, and *pargana* would not be understood. It will be necessary to prepare a memorandum of instructions for the Local Governments and Administrations, in which this matter can be treated with needful detail. As regards the third heading, "Name of the village and its number in the district list," it must be borne in mind that the grouping, and therefore the numbering, of the villages will not everywhere be based on the district. In the North-Western Provinces, the territorial unit will be the *pargana*, and the villages will be numbered accordingly, or as they stand in the land-revenue register of the *tahsil*; in the Punjab also the *tahsil* will probably be found to be a more convenient nexus than the district. The fourth and sixth headings, "Number of the enclosure" and "Name of the head of the house or family," we would, for reasons which will presently be adduced, omit altogether.

8. As distinguished from the headings, the form of schedule proposed by the committee has, with a few reservations, our approval. With reference to column 2, "Name," it should be an instruction to the Enumerators that the head of the family should always appear first in the list. A double entry will thus be avoided, and the sixth heading, to which we have just referred, will

become unnecessary. The number of separate families and of heads of families thus being ascertainable, we think column 3, "Relationship to head of family," should be left out. Looking to the various forms of family life extant in different parts of the Empire, to the great complexity of the Hindu joint family where it exists to the vague terms in use to describe relationship, and to the imperfect manner in which the facts of relationship are often apprehended, it seems to us that the information here in question could not be satisfactorily collected. The columns for "*Condition*," "*Sex*," and "*Age last birthday*" we would not modify; next after these should come "*Religion*." Almost all the Governments accept the proposals of the committee under this head. The Commissioner of Berar, however, would enter the tribe, not the sect, of Muhammadans, and the Lieutenant-Governor of the Punjab desires to emphasise tribal distinctions in that province. He proposes to have three columns under the head "*NATIONALITY*," one for tribe and clan, one for mother-tongue, and one for place of birth; these to be followed by columns for religion and sect, *caste*, so far as it would not be recorded under tribe or occupation, being omitted. These suggestions are limited to the Punjab, and we think they would be inapplicable in most provinces. A column describing "tribe" and "clan" would, except in outlying frontiers and as affecting very limited numbers, be unintelligible in Bengal and Burma, and, in the majority of instances, probably elsewhere. The necessity for distinguishing the various tribes in the Punjab may possibly be met by leaving a discretion in the matter to the Local Government so far as its own wants are concerned. We have considered the question whether the imperial tables should not be restricted to the entry of religion only, a general discretion being left to all Local Governments and Administrations to add, for provincial purposes, such details of caste, tribe, or sect as they might desire to collect. But we think this would be too wide a liberty, and that it seems uncalled for; and we would adopt the recommendations of the committee, the data being limited as explained in the 17th and 18th paragraphs of their report, without any attempt at minute sub-divisions.

The term "*NATIONALITY*" seems to us to lend colour to a misconception, as the Indian Empire does not consist of nations in the sense in which that word is used in European history and politics. The headings of the columns into which the committee have divided this subject are sufficiently clear in themselves; and we would substitute for "*NATIONALITY*" the two separate heads of "*Mother-tongue*" and "*Place of birth*." Under the latter should be shewn the district with the parenthetical addition of the province or country, if the person was not born in the territories where he is returned.

There is no objection to the remaining columns, except that we think "black" in the description of leprosy will lead to confusion, unless some clear

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explanation is possible; and for the reasons given by the Chief Commissioner of Assam, "elephantiasis" should be omitted. A census should not be a record of pathological statistics, and we are unaware of any special importance attaching to the distribution of this affliction which does not equally belong to many other diseases.

We append a form of schedule revised in accordance with the foregoing remarks.

9. The opinions by a strong majority are in favour of the omission of "enclosure," the experience of the last census having shewn that the use of the term was either confusing or impracticable. The Government of the Punjab and the Chief Commissioner of Assam are alone in the minority. We do not consider that the heading should be retained. Mr. Beverley would define "*house*" as comprising the several dwelling-rooms which go to make up the homestead, whether such rooms are occupied by one or more families. This definition appears to be sufficient for all practical purposes, and it would easily be understood everywhere in India as indicating the homestead of all who are living in commensality.

Whether houses should be classified. There is, we think, no necessity at all for classifying houses or for collecting statistics of uninhabited houses. Considering the agency to be employed in the Census, the difficulty of distinguishing between houses of a superior and inferior class would be great; and in India the character of a person's dwelling is not a certain index of the condition of the occupant.

10. On the collection of information regarding civil and conjugal conditions and religious divisions, our opinion has already been expressed. It would only be necessary to inculcate caution against anything like inquisitorial inquiry. Here, as in the case of the name, the record would simply state what was told. No extraneous investigation should be permitted, and where objections existed to naming the female members of a household, they should be indicated by numbers only.

11. Measures have recently been taken to ascertain particulars about the Eurasian community in India, with a view to their better education and, if possible, advancement in the public service. The necessity which led to these steps points equally to the desirability of enumerating this class at the census. The Local Governments generally agree in this proposal, and effect may most simply be given to it in the manner indicated by the committee; that is, by

the addition, where needful, of the word "Eurasian" in the column "Place of birth." Separate schedules for persons of mixed parentage, or anything like official pressure to record details in case of doubt as to the accuracy of the information given, should be avoided.

12. As regards the agency to be employed, we accept generally the recom-

The agency to be employed.

mendations of the Committee. As far

as possible, the agency should be un-

paid, and, in the work of the enumeration, the rank and file of the police should be excluded. For the rest very much must be left to the Local Governments; and the experience of the last census will be the best guide as to what should now be done. Probably in every province, except Bengal, some form of village or rural agency will be available, and even in Bengal, if the village punchayat system created in connection with the Chaukidari Act, has been satisfactorily established, assistance might be forthcoming from the bodies so formed. Since the last census, municipalities have been everywhere developing, and the importance of many of those previously in existence has largely increased. These, in towns of considerable size, can be utilized. We can lay down no precise details, and both for the preliminary enumeration and the subsequent census, as well as for the local supervision, the several Governments and Administrations must make the best arrangements in their power. Their attention will be called at once to the subject.

13. The elaboration of the results and the compilation of the provincial and final returns will involve expendi-

Supervision and compilation of returns.

ture. With the majority of the com-

mittee we think that there should be a single superintendent of the entire undertaking, to be appointed by ourselves, probably about 1st April next. His duties should generally follow the lines drawn by the committee. He would be the adviser of the Local Administrations, and would visit each province to consult with the local authorities on the preliminary measures needed; and he would have to see that the instructions issued were uniform and explicit. In the present state of the finances the cost of a commission of three members for the work, as suggested by Dr. Cornish, would simply involve the indefinite postponement of the census; and apart from this, in such an operation the centralization of authority is better than the division of labour. The risk of a casualty in the office must, we think, be incurred.

Simultaneously, or at such dates as the Local Governments may advise, local deputies for each province should be appointed. Whether these officers should act independently of any control, save that of the Local Government, or be subordinate in their work to a Board of Revenue or Financial Commissioner, as suggested by the Lieutenant-Governor of the Punjab; is a matter we would leave the Local Governments to decide; but it is the former

alternative that we should prefer. It would be necessary to enjoin full co-operation with the Deputy Superintendents of the Census on all Commissioners and District Officers. With the Deputy Superintendent should rest the provincial compilation of the data collected by the local agency; with the Imperial Officer, the final tabulation of the returns. We have not before us any estimate of the cost of these arrangements; but this we propose at once to obtain from the different local authorities. Meanwhile we solicit Your Lordship's sanction to the temporary appointment of an Imperial Census Commissioner, with a deputation allowance of Rs. 500 a month, in addition to his own salary which would probably be that of a divisional Commissioner, or from Rs. 2,500 to Rs. 2,916 a month. The need for the services of such an officer would probably last for 18 months. The Provincial Census Superintendents might be required for six to twelve months, and would receive deputation allowances of Rs. 200 to Rs. 400 a month according to the size of the province to which they belonged.

14. The committee draw attention to the necessity for extreme care in

Boundaries and areas.

the laying down of boundaries and areas,

and cite several instances in which

difficulties had been experienced in Bengal by the officers charged with the conduct of the last enumeration. They therefore urge the propriety of making arrangements which would preclude the possibility of such mistakes as occurred on that occasion. The necessity for these preliminaries is strongest in Bengal; and there the Lieutenant-Governor appears already to have taken some steps in the requisite direction. The attention, however, of the Local Governments generally has again been called to the representations of the committee on this subject.

15. We do not propose that castes and sects should be classified in any

Classification of castes and sects.

more minute detail than the committee

recommend. The principal heads given

in paragraph 37 of their report will, we think, suffice.

16. The Governments of Bombay, Bengal, the North-Western Provinces

Whether occupations should be tabulated by ages.

and Oudh, and the Punjab, the Chief

Commissioners of Mysore, the Central

Provinces, Assam, and British Burma, and the Resident at Hyderabad, are all agreed that there is no necessity to tabulate occupations by ages. The Madras Government stands alone in proposing to distinguish between children and adults, taking 15 years as the limit. The grounds upon which such statistics are required in great commercial centres are universally absent in rural India; and throughout the Empire the age returns are notoriously untrustworthy.*

* If information is needed in regard to the age of children employed in manufacturing industries in large towns, it can always be obtained by separate and special enquiries.

The basis of such a division being thus unsound, we concur with the majority of the Local Governments and the majority of the committee.

17. The third paragraph of Your Lordship's despatch under reply called attention to the importance attached by

Comparison with British and other returns.

the Registrar General to the compila-

tion being effected in such a manner as to admit of comparison or incorporation with the other returns of the British Empire, and remarked on the omission to compile in this way, in the case of the grouping of children under certain ages in the census of 1871-72. We understand that in the census of England in 1871 occupations were abstracted in conjunction with ages as regards—

(a) all persons aged 5 years and upwards and having a specific occupation ;

(b) all persons aged 15 years and upwards, whether with or without specific occupation, the wives of certain classes being excepted.

As we do not propose to tabulate occupations by ages, we shall not be able to make comparison in this respect with the English returns of 1871. But we apprehend that provision should be made for comparison, not with these returns, but with the last Indian returns and the forthcoming British returns. This appears to have been sufficiently done by the committee. In their paragraphs 35 and 43 they observed—

"We have laid down the principle that our Indian tables should, as much as possible, conform in shape to English models, at the same time that they permit of comparison with the figures of former enumerations, where the forms have not been based on English experience." And again: "The tables 10 to 15 inclusive will deal with the ages of the people. It is proposed to classify by quinquennial periods, and by each year of infant life up to the age of 5. Special arrangements are provided in the tabulation columns for comparing the results of the last Indian census in which the ages 6 and 12 were specially given. This is done by shewing each year of age up to 6 separately, and by sub-dividing the quinquennial period 10 to 15 into two columns, 10 to 12 and 12 to 15."

18. The old census form No. IV. is annexed for facility of reference. It is not intended that the information therein comprised should be collected as a part of the regular census work, from which its compilation will be kept distinct. It is desirable to have the information and to incorporate it with the census papers. It should be supplied by the best means available to the Local Governments; only in Madras, Bengal, and Sindh is any difficulty apprehended.

Collection of information as to land and land-revenue.

19. We concur generally in the remarks of the committee in paragraph 45 of their report regarding the authorities who should undertake the arrangements preliminary to the enumeration. The preparation of the lists of villages

Preliminary arrangements.

and houses, and the selection of the territorial units for the proceeding, should be effected by the Chief Revenue Boards or Officers, in concert with the Imperial Census Commissioner and his provincial Deputy Superintendents. The enumerators and supervisors would be appointed by the District Officers in good time, and the latter would see that the instructions are understood. The responsibility for the organization of the whole of this part of the business will rest with the Local Governments. Some special provision will everywhere be necessary for numbering the floating population and travellers. A very large number of the Burmese live in boats; and there must be an immense similar population throughout India.

20. Lists of occupations prevailing in the several districts of the different provinces should be compiled by the local authorities, as proposed by the

Lists of occupations, castes, and sects.

committee. As castes and sects will be exhibited only in major detail, no separate lists will, in these two cases, be necessary.

21. It will probably be found advisable to pass a short general Act, which would be permissive and applied as required by the Local Governments;

Legislation.

for this legislation, there will be ample time a year hence.

22. It is a matter for much satisfaction that, with the three exceptions of Nepal, Bhootan, and Sikkim, a census

Census of Native States.

appears to be feasible throughout all the Native States. We do not propose on the present occasion to record our final opinion on this part of the subject, which has yet to be further considered in our Foreign Department. But supposing the determination to be that the census of Native States will be undertaken, we think that the broadest distinction should be drawn between the enumeration in British and Foreign territory. The results in the latter case will necessarily possess much less completeness and accuracy, and we should not expect them to conform to any uniform standard. The various Political Officers might be supplied with the instructions drawn up for British territory, and would doubtless cause the enquiries to correspond with them, so far as this might be practicable or expedient. The results might be tabulated locally by the agency or the province, as the case might be, the Agents and Residents being responsible both for the actual work and its utilization. The two proceedings, though synchronous, would thus be entirely separate, and the superintendence from an imperial point of view would lie with our Foreign Department.

23. The committee suggest the import from England of paper for forms, and the Chief Commissioner of British Burma recommends the issue of a short

Supply of paper.

(10)

explanatory circular, describing in plain language, suited to the comprehension of the rural population, the objects of a general enumeration. These are points deserving attention, but as subsidiary matters they can be left to the Imperial Census Commissioner, if one is appointed.

24. We would request that early consideration may be given to our proposals.

We have the honour to be,

My LORD,

Your Lordship's most obedient, humble Servants,

LYTTON.

F. P. HAINES.

A. J. ARBUTHNOT.

A. CLARKE.

J. STRACHEY.

E. B. JOHNSON.

RIVERS THOMPSON.

PRINT

INDIA OFFICE;
London, the 4th March 1880.

Statistics & Commerce.
No. 34.

To His Excellency the Right Honourable the GOVERNOR GENERAL
of India in Council.

My LORD,—I have considered in Council your letter dated 13th November 1879, No. 80 (Public), transmitting papers on the subject of the next census of India, and stating your conclusions on the different questions therein discussed.

2. These conclusions may be briefly summarized as follows, under the three principal heads of (A) Preliminary Arrangements, (B) Enumeration, (C) Compilation and Tabulation of the information collected by the enumeration.

3. (A) Preliminary:

(a) With perhaps some small local exceptions, the census or enumeration to be everywhere taken on the same day, early in February 1881.

(b) A preliminary enumeration to be made a few days before the date of the formal census.

(c) Legal sanction to be given to the census operations by special legislation.

(d) The boundaries and areas of the census divisions to be carefully determined prior to the enumeration.

(e) The agency for enumeration to be, generally, unpaid. The lower grades of the police not to be employed as enumerators.

(f) A single Commissioner or Superintendent to be appointed, for about 18 months, to supervise census operations generally throughout India, in co-operation with provincial Deputy Superintendents, who would be employed for about six to twelve months. These officers to be responsible for all arrangements preliminary to enumeration. The provincial compilation to rest (under the general control of the Superintendent) with the Deputy Superintendents; the final tabulation with the Superintendent. Arrangements for the subordinate staff to be made hereafter by the local authorities.

(g) Minor preliminaries, such as printing, the supply of paper, &c., to be left to the Census Superintendent.

(h) A synchronous but rough census of Native States to be undertaken, if practicable, under the superintendence of the Foreign Department.

4. (B) Enumeration:

(i) Each enumerator to use a single schedule, in a form somewhat modified from that recommended by the Committee.

(j) The unit of enumeration to be the "house".

(k) No classification of houses (as into "better sort", "inferior sort", and the like) to be attempted.

Share of the cost in a separate line

- (d) The name of each member of the household, that of the head of it coming first, to be entered in the schedule, except in the case of objection to state the name of a female, when she is to be entered by number only.
- (m) The "civil or conjugal condition" of each member of the household to be entered as stated by the parties, and without further inquiry. But no attempt to be made to ascertain and record information regarding the relationship of each member of the household to its head.
- (n) The age last birthday (except for infants, whose age is to be given in months) to be entered.
- (o) Religion, caste, and nation, race, or tribe. These particulars to be entered in the schedule, first under a main heading, "Religion", sub-divided into "Religion" and "Caste if Hindu", "Sect, if other religion"; secondly, in two columns, "Language of birth", and "Place of birth", separate information to show "British subject", "Eurasian", or "Foreigner", being added for those cases under the latter column.
- (p) The "occupation" of each member of the household to be shown.
- (q) Also his or her educational state, under three heads,—
 "Under instruction."
 "Not under instruction, but able to read and write."
 "Not under instruction, unable to read or write."
- (r) Certain infirmities to be shown under the heads,—
 "Unsound mind."
 "Congenital deaf-mute."
 "Blind" (the omission of which from the form is apparently inadvertent).
 "Leprosy, black."

5. (C) Compilation and Tabulation :

- (s) The particulars obtained by the enumeration to be tabulated in 27 forms. Of these five are general statements relating to areas, population, &c. The remaining 22 show the distribution of the population by sex, age, civil condition, religion, language, birth-place, occupation, education, and infirmities with certain cross divisions. Thus Forms 6, 7, 8 show distribution according to age and civil condition; Form 9, according to religion and civil condition; Forms 11 to 15, according to religion and age; Forms 18 and 19, according to sex and occupation; Forms 21 to 24, according to infirmity, age, and sex. It is not proposed to tabulate occupations by age or religion, or except by sex. Nor is "any classification by castes of the Hindu population to be attempted".
- (t) Information as to land revenue, &c., not to be collected as part of the census work, but will be separately ascertained and incorporated with the general census returns.

6. This scheme of operations appears to be on the whole well considered, and I generally approve it. But with regard to a few points, though I do not think it advisable to give any definite instructions, and shall leave it to your Government to decide upon them, I desire your consideration of the following observations.

7. Preliminary :

- (c) It might be well to enact that the census schedules shall not be evidence in cases not connected with the census, as I am informed that, on the occasion of the former census, inconvenience has been caused by the schedules having been called for by courts of justice.

- (f) A telegram,* copy of which is appended, has already been sent to you,

* Dated 7th February 1880.
 "Your telegram second. Appointment Census
 Commissioner sanctioned with Deputation
 Allowance, Rupees five hundred."

sanctioning the ap-
 pointment of a Census
 Commissioner or Su-

perintendent. But, judging from the experience of the last census, it seems hardly probable that the information collected by the enumerators can be compiled and sent to head quarters and then tabulated, in time for the Commissioner to complete his report within eight months from the taking of the census. On the other hand, it would seem that the Commissioner will have little to do, unless he supervises provincial compilation, for some time after the census is taken.

8. Enumeration :

I am disposed to think that nothing should be entered in the enumerators' schedules which it is not intended to compile or tabulate, either provincially or in the Imperial returns.

9. (m) As remarked by the Committee (their paragraph 14), most valuable information might be obtained by the ascertainment and careful collation, with reference to caste, religion, occupation, and age, of family relationships, as regards the extent of polygamy and its effect on birth, the relative ages of husband and wife, the Hindu family system, the maintenance of the infirm and aged, and the like, in different provinces and among different classes of the people. But the labour of such compilation would be so great and its results so bulky that you appear to have exercised a judicious discretion in declining to attempt this. You therefore propose to ascertain only the civil or conjugal condition of the people generally. As in India, among the mass of the population, every boy and girl is married as soon it is possible to procure a consort; the advantage of this, especially as you do not propose to tabulate the civil condition according to race or caste, will be chiefly to obtain some approximation to the proportions of these relations existing in different provinces and religions, and to assimilate your census returns to those of the United Kingdom.

10. (n) As regards age, it is generally admitted that the information collected will not be entirely trustworthy. There seems, however, no practicable alternative to your proposal to record the age by years except to omit age altogether in the schedule. It appears to be thought that, on the whole, the error will cancel itself, that is that ages will be overstated to the same extent that they are understated.

11. (o) The extent to which religion, caste, or race should be ascertained and shown in the final tabulation is one of the most difficult questions connected with the census; and I am not sure that your conclusions on it, if I rightly apprehend them, might not be somewhat modified with advantage.

12. In the first place, it appears to me that caste is essentially a tribal, not a religious, distinction, and that, if shown at all, it should not be shown under the heading Religion. Under that heading should be shown the main religious divisions and the sects. Thus,

under the main head "Mahomedan" would be shown "Sunnis", "Shiahs", "Wahabis", "Khojas", and any similar sects; under "Hindu" (if, as is likely, it is not worth while to distinguish among orthodox Hindus between the special cults of Vishnu and of Siva), "Orthodox Hindus" and dissenting sects such as Sikhs, Wallabacharyas, Kabir Panthis, &c.

13. If I am not mistaken, it is your intention to show, in Forms 4-9 and 10-15, age and civil condition according to the five great religious divisions—Hindu, Mahomedan, Buddhist, Christian, and "others"—only. If so, no separate and distinct information will be tabulated regarding such interesting and important sections of the community as the Sikhs, Parsees, and Jews. I can hardly think that this was meant.

14. The next point relates to nationality. I entirely approve of your decision to make language the great test of this. Care of course will be taken that the language recorded is the language of the individual described *used in his household*, not that of the locality in which he resides. But I am somewhat doubtful whether (except in Presidency towns, where there is a large immigrant population) it is worth while to show "place of birth".

15. Lastly, there is the question of caste and tribe. If shown at all, this should, I think, be shown under the main heading "Race" or "Nationality" next to "Language of birth".

16. If caste is not to be used at all for compilation or tabulation, either provincial or imperial (and strong arguments in favour of this view are urged by the Committee), it should not, I think, be entered in the enumeration schedule. And if caste is not entered, it appears to me that other tribal distinctions (unless strictly for provincial purposes) should also be omitted. If it is not worth while to distinguish between the Brahmin, the Rajpoot, the Kumbi, the Mhar, and the Bhil, of the Deccan, it can hardly be necessary to distinguish between the Pathan, the Biluch, and the Jat of the Punjab.

17. On the other hand, before finally deciding to abandon all classification by castes of the Hindu population of British India, serious consideration should be given to such arguments as those urged by Mr. Hobart.* It must be remembered that, without some such classification, the useful information contained in Table 23 of the Parliamentary Return of 1875 (C 1349) cannot be given. It may be practicable, under detailed instructions from each Local Government, to classify the information obtained in the schedules under the head of "Caste", somewhat as follows, for the Hindu population:

Brahmins.

Hindus of other high caste.

Do. of inferior caste.

Do. of impure caste, or outcasts.

Aboriginal tribes.

The great point to be borne in mind is, that whatever instructions on this subject are given, they should be based on a uniform principle, and that the separate local details should all be susceptible of being brought under a final uniform classification.

18. (p) It appears to me worthy of consideration whether "occupation" should not be shown for adult males only. The results of

showing the occupation of females in the last census returns are known to have been misleading.

19. (C) Compilation and Tabulation:

Should you, on consideration of the foregoing remarks, see fit to modify your conclusions on any of the points I have commented on, you will, of course, take steps to alter the form of tabulation statements accordingly.

20. In conclusion, I have only to express my satisfaction with the able and valuable report submitted to you by the Committee, Messrs. Plowden, Beverley, and Cornish, to whose consideration you referred the question of arrangements for the next census.

I have the honour to be,

My Lord,

Your Lordship's most obedient, humble Servant,

CRANBROOK.

1881
16

No. 7 C

FROM

C. BERNARD, Esq., c. s. i.,

Offg. Secretary to the Govt. of India.

TO

*The Secretary to the Government of
Madras.*

Home, Revenue & Agri. Dept.

PUBLISHED

FORT WILLIAM, the 29th March 1880.

SIR,

In continuation of circular No. 55 of the 13th November 1879, regarding the preliminary arrangements for the census of 1881, I am directed to forward a copy of the form of enumerator's schedule which has been prescribed for general adoption throughout the Empire. Copies of despatches to and from Her Majesty's Secretary of State are enclosed.

2. The modifications which have been made in the form, as originally proposed by the Census Committee, are as follows:

- (a) The proposal to have a separate form for each householder has been forgone; each enumerator will have a separate book or collection of forms.
- (b) The distinction between enclosure and house has been abandoned, the latter term alone being retained. It is believed that the term "house" is easily recognised in India, as indicating the homestead where members of a family live in commensality, and as comprising also the resident servants of such family.
- (c) The sixth heading above the tabular statement (name of the head of the house) has been omitted, as also Column 3 of the tabular statement. It will be sufficient to record the name of the head of the house *first* in Column 2.
- (d) The tabular heading *Nationality* has been struck out, and in its place have been substituted the two separate heads of *Mother tongue* and *Place of birth*.
- (e) The heading of the "occupation" column has been altered so as to show that only adult males, or others who really follow a specific occupation, are to be shown in this column.
- (f) In the last column (*Infirmities*) "elephantiasis" has been omitted, and also the qualification "black" originally added in the case of lepers.
- (g) The notes at the foot of the tabular statement have been modified so as to enable the Local Government to adopt whatever territorial sub-division may be most convenient. The description of foreigners has been made dependent upon their country, as a more precise term than nationality.

PRINT

Rev 2
1880

G.O. 8. 1880/81 No 200

Revenue 1880 Sept
No 200

From Govt of India
H. R. and Agri.

No 489

Communicated to the Board of
Revenue for information and
guidance. They are requested
to submit at an early date
a draft of the instructions
proposed for enumeration as
required in para 3 of the above
letter.

29 March 1880
15 April 1880

ho/c

PRINT

1. 5. 80

See 2

GU

28/9/80

1880

To the Board of Revenue

28/9/80

1880

Forwarding a copy
of the form of
the Enumerators' Schedule
for general adoption
throughout the Empire, in
connection with the arrange-
ments for the next Census.

With order

269. 270

27/10/80