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TAMIL NADU ARCHIVES

GOVERNMENT OF TAMIL NADU

Revenue DEPARTMENT

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B.P. No.	553	Mis.
Dated	17-5-1880	197.

Not to be folded or roughly handled

553

GOVERNMENT OF MADRAS.
REVENUE DEPARTMENT.

17th May 1880, No. 553.

No. 105. READ THE FOLLOWING PAPER:—

From C. L. TUPPER, Esq., Officiating Under Secretary to the Government of India, Home, Revenue, and Agricultural Department (Public), to C. G. MASTER, Esq., Secretary to the Government of Madras, dated Simla, 5th May 1880, No. 17-641.

In continuation of Home Department letter, No. 5—246-57, dated the 12th February last, I am directed to forward, for the information of His Grace the Governor in Council, copy of a circular* addressed by the Chief Commissioner of the Central Provinces to district officers, conveying instructions regarding the preliminary arrangements to be made in connection with the census to be taken in 1881.

ENCLOSURE No. 1.

From L. NEILL, Esq., Officiating Secretary to the Chief Commissioner, Central Provinces, to all Commissioners and Deputy Commissioners, Central Provinces, dated Nagpur, 24th January 1880, Circular No. 6.

The last census was taken in 1872, and the Government of India has decided that a fresh census be taken on some night (to be hereafter determined) in February 1881.

2. In order to ensure even greater accuracy than on the last occasion, preliminary arrangements must be commenced at once. The first thing to be done is for Deputy Commissioners to prepare preliminary lists of villages or areas that will form territorial units covering every portion of their districts, including attached feudatory states and Zemindaris. These villages must then be arranged into supervisors' circles and sub-divided into enumerators' blocks. The following extracts from suggestions recorded after the last census, for assistance at the next census of India, and from a report prepared by a Census Committee appointed to consider those suggestions, will aid Deputy Commissioners. It will be seen that, in order to ensure thoroughness, it is contemplated to appoint one enumerator for not more than 300 persons or 60 households, and one supervisor for every ten enumerators. As the number of households, according to the census of 1872, was 1,934,460, this involves the selection and appointment in the Central Provinces of about 32,241 enumerators and 3,224 supervisors.

3. The statement appended to the Provincial Census Report for 1872, showing agency employed on that occasion, might suggest the allotment of a larger number of houses to each enumerator, as column 12 of that statement shows that the proportion varied from 66 in the Narsinghpur District to 360 in Bilaspur. It is significant, however, to find from the Census Report that those districts in which the largest number of houses was allotted to enumerators were just those in which the census was least successfully carried out, and that no relative increase in the proportion of supervisors could remedy the initial defect of throwing too much labour on the enumerating establishment. Experience therefore shows that it will not be safe for any district officer to exceed the Committee's estimate of what can be done by an enumerator on the night of the census.

4. It is not, however, essential that 32,241 enumerators should be set to work at once. The services of so many men are only required for the night of the census. Much of the preliminary work of preparing lists of buildings, and even filling in preliminary entries in the householder's schedules, can be done by official agency, and it is preferentially to be effected by such agency wherever available. It is noted that the Government officials employed at the last census included—

1,220	persons from the Educational Department
480	" " " " Police.
849	revenue and other officials.

2,549

Deputy Commissioners are requested, therefore, to apportion villages among such official agency, or in the last resource among selected non-officials, in such proportion that the persons now employed in the compilation of preliminaries may, on the actual night of the census, be able to undertake the functions of a supervising agency.

5. This arrangement, while effecting through officials as far as possible the drudgery work of preparing preliminary lists, will secure that the supervisors are made thoroughly familiar with their circles. It will in effect utilise 32,241 non-official enumerators on the night of the census in checking the preliminary lists prepared by others, principally officials, and ensure an emulation between the two agencies, which will be fruitful in securing the great object of Government, *viz.*, a faithful record of the actual population on the night of the census. The preparation of the preliminary lists may be spread over a lengthened period of time, and so can be effected through a comparatively small agency. It will be requisite hereafter to supplement this agency for the night of the census by the complimentary appointment of members of Municipal Committees, leading malguzars, and other men of education and influence, to assist in the work of supervision.

6. Although Government deprecates the employment of the rank and file of the Police in the work of enumeration, yet the proportion of Police suggested for census duty (paragraph 4) is so small as to permit generally of the employment of the higher ranks only; and even if the lower ranks where qualified were utilised, there would, the Chief Commissioner thinks, be nothing to object to in such arrangement in the Central Provinces, where the Police are already familiarised to the people as the recorders of domestic occurrence.

7. Two forms are appended which have been communicated in the several vernaculars to the Secretariat Press,—one is the form of list of buildings, Appendix C of the Census Committee's Report; the other is a form of supervisor's list, showing the villages attached to each supervisor and their proposed sub-division into convenient enumerators' blocks. Deputy Commissioners should utilise the agency employed to prepare the preliminary lists of buildings and apportion them also into convenient enumerators' blocks. The next step will be to select and appoint enumerators. To each non-official employed should be addressed a complimentary letter, explaining the exact nature of the assistance desired from him by Government. Printed forms of these complimentary letters may be obtained on indent from the Secretariat. Each enumerator should be furnished with a copy of the list of buildings constituting his block as finally approved by the Deputy Commissioner. Each supervisor should retain a copy of the list of buildings in each enumerator's block within his circle, and also a copy of the supervisor's list showing sanctioned distribution of enumerators' blocks within his circle. Similarly, every Tahsildar should have a copy of each supervisor's list in his tahsil. Copies of the supervisors' lists should be forwarded to the Provincial Superintendent of Census, Secretariat, Nagpur, arranged in bundles by tahsil, accompanied by a general index list of the villages in each tahsil grouped in order of the supervising circles. These lists should be carefully compared with the list of villages in the Deputy Commissioners' offices. All waste and uninhabited villages should be noted as such in these lists. Dependent hamlets should be grouped with the villages to which they belong. Indents should be sent in as soon as possible for forms of enumerators' lists of buildings and supervisors' lists.

8. Buildings should be entered in the lists as much as possible in order of their proximity. When the sub-division into enumerators' blocks is settled, the buildings in each village must be numbered consecutively from one enumerator's list into another, until the total for each village is complete, and corresponding numbers must be painted with cheap material in a sheltered position under the eaves in front of each building. As a supervisor's average charge is to be about 600 houses, the supervisors' circles in the case of towns should be distinguished by different letters, and separate numbering under the distinguishing letter be adopted in each circle. In towns the sub-division will of course follow as nearly as may be the recognised wards or other municipal sub-divisions.

9. Deputy Commissioners should submit, as soon as possible, estimates of expenditure anticipated in giving effect to these instructions. Any marked divergence in the proposed expenditure as compared with what was incurred in 1872 should be explained. No specially paid agency should be employed without sanction, either in enumeration or for supervision.

10. It will be well that district officers should ascertain, without delay, whether any large fairs or collections of people are likely to take place in the early portion of February 1881, so that, if they do take place, adequate measures for the enumeration of the people attending them may be concerted.

11. Another branch of the preliminary work is to settle the form of enumerators' schedule and draw up requisite instructions and explanations for enumerators. On this head instructions with forms of schedules will issue hereafter.

SUGGESTIONS FOR THE NEXT CENSUS OF INDIA.

"In most of the provinces the enumerators were selected from the village revenue officers, while the assistance of schoolmasters, police and vaccinators was obtained as occasion required. In large towns the census was generally entrusted to the municipal authorities, Agency.

special enumerators being employed if the ordinary municipal agency was insufficient. In Bengal, where the village agency is defective, complimentary letters were addressed to one or two of the principal inhabitants of the place, requesting them to undertake the task of enumeration, and a somewhat similar plan was adopted with good effect in other provinces. Provided that a sufficient check can be maintained to ensure accuracy, there can be no doubt of the great advantage of thus enlisting the services of the influential inhabitants, whose sharing in the operation would be regarded by the people as an earnest of the good faith of the Government, and would tend materially to allay suspicion. In comparatively few cases was it found necessary to pay the enumerators, as the servants of Government took the work in the ordinary discharge of their duties (receiving only the regulated travelling allowance), and the chief residents accepted their selection for it as a compliment. Landholders were required to give a certain amount of assistance personally or through their agents, pay being granted only where specially good work was performed. In cantonments and in municipalities the task was undertaken by the local authorities, whether civil, military or municipal (the municipality, however, only paying one moiety of the expense); and corresponding measures were taken by the Political Officers in Native States under the Bombay Government for the enumeration of persons within their jurisdiction. In large institutions the census was effected by the Superintendent of the building. In the case of Europeans and of any Natives who desired it, the papers were left at the house, to be filled up by the head of the family, as in England. Dr. Cornish refers to the necessity for employing special persons to enumerate the lower castes and out-castes, on account of the prejudices of the Brahman village officers. Exceptional measures are also necessary for recording the wild and wandering tribes.

"It was left to the Master Attendant to make arrangements connected with vessels in the Port of Calcutta; but for the enumeration of the floating population in the rivers of Bengal special rules were laid down. For several days a census was taken of the boats at the landing places, and directions were given that only persons actually travelling at the time should be counted, those who habitually passed the night on land being omitted. Each boat, when its occupants had been counted, received a ticket to exempt it from a second examination,—a much better plan than that adopted in the Sandoway district of British Burma, where the boats, on arriving at a village in the evening, were detained during the night, and only liberated the next day. In Bombay, too, the floating population was to be, as far as possible, restricted to the vessels during the night, to avoid their being counted twice. To vessels leaving port shortly before the census day, forms were issued, with instructions for their due return.

"Travellers were enumerated at the various halting places, the last day of the census being fixed in cases where the enumeration was spread over a period of time. No preliminary census was taken in the case of the wandering population either by land or by sea. The instructions given in Bombay respecting the difference between 'visitors' and persons 'temporarily absent' from their home appear likely to lead to confusion: by 'visitors,' it was said, 'is meant those who have been staying or are going to stay in the house for some little time, say from the 10th December to the 20th December, not a person who merely sleeps in the house on the night of 15th December and returns to his own home on the 16th.' In this case the person should be entered on the form for his own house, and marked as 'temporarily absent.' It seems more simple to call all persons visitors who are sleeping in houses which are not their homes; but perhaps it was thought that this would occasion a needless amount of alteration in the forms filled up at the preliminary examination.

"Both in Madras and in Bombay directions were given for recording the houseless population, though the small number returned in some of the districts suggested a doubt of the accuracy of the enumeration."

EXTRACT from Report by the Officers appointed to consider the suggestions for a General Census in India in 1881, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce.

25. We are of opinion that it is impossible to employ a paid agency. The objection of expense is alone insurmountable, if, as we believe, results which are accurate can be obtained with an unpaid enumerating staff. Supposing that each enumerator records the particulars regarding 300 persons, and allowing him a fee of Rs. 10 for the job, the paid enumerating staff, exclusive of supervisors, would, taking one province with another, cost at least £630,000. Nor is a paid agency necessary. The village revenue officials under the subordinate Government officers in the northern parts of India, in Oudh, in the Punjab, in the North-Western

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No. 051.

From

C. L. TUPPER, Esq.,

Offg. Under Secretary to the Govt. of India,

To

*The Secretary to the
Government of Madras*

Home, Revenue and
Agricultural Department.
(Public.)

SIMLA, the 5th May 1880.

Sir,

In continuation of Home Department letter No. 5207, dated the 12th February last, I am directed to forward, for *the information of the* Grace the Governor in Council copy of a circular addressed by the Chief Commissioner of the Central Provinces to district officers, conveying instructions regarding the preliminary arrangements to be made in connection with the census to be taken in 1881.

I have the honour to be

Sir,

Your most obedient Servant,

C. L. Tupper

Offg. Under Secretary to the Govt. of India.

Original
Col. of 1880

To

REVENUE

THE BOARD OF REVENUE

Dated May 17th.

Printed 22nd.

Recd.

G.O., 17th May 1880, No. 553.

MAY.
Nos. 105, 106.

With a/c 3353/80.

Census to be taken in 1881.—Communicated to the Board of Revenue letter from the Government of India forwarding a circular addressed by the Chief Commissioner of the Central Provinces to district officers conveying instructions regarding the preliminary arrangements to be made in connection with the —

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2,549

Deputy Commissioners are requested, therefore, to apportion villages among such official agency, or in the last resource among selected non-officials, in such proportion that the persons now employed in the compilation of preliminaries may, on the actual night of the census, be able to undertake the functions of a supervising agency.

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"In most of the provinces the enumerators were selected from the village revenue officers, while the assistance of schoolmasters, police and vaccinators was obtained as occasion required. In large towns the census was generally entrusted to the municipal authorities, special enumerators being employed if the ordinary municipal agency was insufficient. In Bengal, where the village agency is defective, complimentary letters were addressed to one or two of the principal inhabitants of the place, requesting them to undertake the task of enumeration, and a somewhat similar plan was adopted with good effect in other provinces. Provided that a sufficient check can be maintained to ensure accuracy, there can be no doubt of the great advantage of thus enlisting the services of the influential inhabitants, whose sharing in the operation would be regarded by the people as an earnest of the good faith of the Government, and would tend materially to allay suspicion. In comparatively few cases was it found necessary to pay the enumerators, as the servants of Government took the work in the ordinary discharge of their duties (receiving only the regulated travelling allowance), and the chief residents accepted their selection for it as a compliment. Landholders were required to give a certain amount of assistance personally or through their agents, pay being granted only where specially good work was performed. In cantonments and in municipalities the task was undertaken by the local authorities, whether civil, military or municipal (the municipality, however, only paying one moiety of the expense); and corresponding measures were taken by the Political Officers in Native States under the Bombay Government for the enumeration of persons within their jurisdiction. In large institutions the census was effected by the superintendent of the building. In the case of Europeans and of any Natives who desired it, the papers were left at the house, to be filled up by the head of the family, as in England. Dr. Cornish refers to the necessity for employing special persons to enumerate the lower castes and out-castes, on account of the prejudices of the Brahman village officers. Exceptional measures are also necessary for recording the wild and wandering tribes.

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population either by land or by sea. The instructions given in Bombay respecting the difference between 'visitors' and persons 'temporarily absent' from their home appear likely to lead to confusion: by 'visitors,' it was said, 'is meant those who have been staying or are going to stay in the house for some little time, say from the 10th December to the 20th December, not a person who merely sleeps in the house on the night of 15th December and returns to his own home on the 16th.' In this case the person should be entered on the form for his own house, and marked as 'temporarily absent.' It seems more simple to call all persons visitors who are sleeping in houses which are not their homes; but perhaps it was thought that this would occasion a needless amount of alteration in the forms filled up at the preliminary examination.

"Both in Madras and in Bombay directions were given for recording the houseless population, though the small number returned in some of the districts suggested a doubt of the accuracy of the enumeration."

Houseless population.
Extract from Report by the Officers appointed to consider the suggestions for a General Census in India in 1881, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce.

25. We are of opinion that it is impossible to employ a paid agency. The objection of expense is alone insurmountable, if, as we believe, results which are accurate can be obtained with an unpaid enumerating staff. Supposing that each enumerator records the particulars regarding 300 persons, and allowing him a fee of Rs. 10 for the job, the paid enumerating staff, exclusive of supervisors, would, taking one province with another, cost at least £630,000. Nor is a paid agency necessary. The village revenue officials under the subordinate Government officers in the northern parts of India, in Oudh, in the Punjab, in the North-Western Provinces, in the Central Provinces, in Madras, in Bombay, and in Burma, are quite able to deal, at all events, with the agricultural population, that is, with by far the greater portion of the people. In other parts of India the headmen of the villages and other local agencies can be trusted to enumerate the people in the localities in which they reside. Where it is necessary, these can be supplemented by the landowners' agents and servants, or by the better educated class of villagers themselves.

It may be accepted, we believe, that a fairly efficient unpaid agency can be secured in all provinces to undertake willingly the counting of the inhabitants, and, as has been pointed out in more than one of the reports we have had under consideration, while such an agency is popular, the introduction of paid and temporary officers, appointed for the purpose, is likely to lead to suspicion on the part of the people, and thus defeat the object we have in view, viz., the acquisition of accurate information as to the condition and numbers of the inhabitants.

In towns, unquestionably, there will be instances when paid enumerators must be employed. But it is probable that even in these cases the number will be small.

26. We deprecate the general employment of the police, considering that such action is open to misconception, and may result in some cases in oppression or extortion.

27. It will be necessary to employ a large number of supervisors, whose duty it will be to instruct the enumerators and to test the entries made in the enumerators' schedules, both previous to the day of census and on that day itself. These men should be taken from the same classes which supplied the supervising staff on former occasions.

28. As a general rule, we are of opinion that not more than 300 persons, or 60 houses, should be allotted to one enumerator, and, if possible, we recommend there should be not less than one supervisor to every ten enumerators during the time devoted to recording the entries prior to the census, while on the day of enumeration the supervising staff should be increased in strength.

These, however, are matters which can only be decided satisfactorily by the several local authorities; and we therefore simply throw out suggestions on this head. Briefly, we consider that the agency to be employed in the enumeration and supervision should, as a rule, be unpaid, though, as it will consist largely, if our recommendations are agreed to, of Government officials and village accountants, we can hardly designate it as voluntary.

Extract (paragraph 12) from a despatch from the Government of India to Her Majesty's Secretary of State for India, No. 80, dated Simla, the 13th November 1879.

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 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.

APPENDIX C.

LIST OF BUILDINGS IN HUMAN OCCUPATION, HOUSES, SHOPS, TEMPLES,
MOSQUES, SCHOOLS, AND OTHERS IN

1	2	3	4	5	6	7
Name of District.	Name of Tahsil, Thanah or Taluk or Hubli.	Name of Village or Mohalla or Ward.	No. on Re- gister of Vil- lages.	No. of Building.	Nature of building (here enter whether House, Shop, School, Tem- ple, &c.)	Name and occupation of occupant.

SUPERVISOR'S LIST.

LIST OF VILLAGES IN SUPERVISOR'S CIRCLE, No. , TAHSILI
DISTRICT

VILLAGES IN CIRCLE SUB-DIVIDED INTO ENUMERATORS' BLOCKS (SHOWN SEPARATELY FOR EACH VILLAGE).								REMARKS.
Name, with father's name, also occupa- tion, of Supervisor.	Number on Collector's Register.	Name of village.	Number of block.	Name, with father's name, also occupation, of Enumerator.	Number of buildings as per form Appendix C.			
					Inhabited.	Uninha- bited.		
1	2	3	4	5	6	7	8	

INSTRUCTION.—Each group of blocks within a single village, and each block that includes one or more entire villages, to be marked off by a separate cross line.