

MADRAS RECORD OFFICE.

Government of Madras.

Revenue

DEPARTMENT.

G.O. No.	288	Press ~~Mis.~~
275-77		
Dated	24-2-1870	<i>N</i>

Not to be folded or roughly handled

*Proceedings of the Madras Government, Revenue Department,
24th February 1870.*

Read the following papers:—

No. 275. From the Sub-Secretary to the Board of Revenue, to the Acting Secretary to Government, Revenue Department, dated Madras, 26th October 1869, No. 7,949.

With reference to Government Order, dated 13th July 1869, No. 2,026, I am directed to submit the draft of a Memorandum containing directions for taking the census of 1871, which the Board propose to issue immediately to all Collectors.

2. The principal points to which I am to draw your attention are the preliminary enumeration, the employment of revenue-servants and village officials as enumerators and superintendents without pay, and the tabulation of all house returns in Madras.

3. The tabulation of the returns in Madras will necessitate the entertainment of a large special establishment, but the Board believe in the first place that it is absolutely necessary to ensure uniformity and accuracy, and in the second place that the total cost will not be so great as if small temporary establishments are engaged in every district. If the tabulation is conducted under twenty different officers in twenty different districts, the results will be untrustworthy.

4. With reference to paragraph 29, I am to request that Government will issue the requisite instructions to the Commanding Officers of Cantonments, in order that they may take the census in the manner proposed by the Board.

5. In order that the final enumeration may be complete, it will be necessary to exempt the enumerators from the liability to answer summonses for a fortnight in January 1871. The Board hope that this can be effected.

6. The Memorandum will hereafter be supplemented by detailed instructions to enumerators.

ENCLOSURE No. 1.

DRAFT MEMORANDUM.

In taking the next census of the Presidency which is to be part of a General Imperial Census of the whole of British India, great care and accuracy will be required.

2. Since the Board's instructions of 1858 were prepared, several censuses have been taken in various parts of India, and valuable rules can be deduced from the record of the manner in which they were effected and the results. The report of the census of the North-West taken in 1865 is particularly instructive.

3. One most certain conclusion is taught by every census that has hitherto been taken in India, and that is, that there must be a preliminary house-to-house enumeration, extending over a lengthened period.

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4. In the first place, statistics of villages and area must be collected. Every Curnum must be required to submit to the Tahsildar of his talook a Village Return, showing the following particulars:—

Statistical Return of the Area and Assessment of the village of _____ in the talook
of _____ of the _____ district.

										ACRES.
Total area	...	...	...	...	...	...	...	...	...	
Area of Government land.	{	Assessed...	{	Cultivated.	...	...	...	...	...	
				Culturable	...	...	...	...	...	
Area of Inam land	...	...	...	...	...	...	...	...	...	
Total...										

Demand on account of land-revenue, (Ryotwar)	...	...	...	...	...	...
Average rate per acre on cultivated land ... { Wet	...	...	..	...	...	...
Quit-rent on Inams { Dry	...	...	...	...	...	...

The figures must be those for Fusly 1278, and care must be taken to ensure their accuracy. Whenever it is possible the areas must be checked in communication with the Public Works Department, or by comparison with the accounts of the Settlement Department.

5. The Tahsildar will then compile from the Village Returns a talook form thus :—

Statistical Return of the Area and Assessment of the talook of _____ in the
district of _____

[illegible]

G. At the end of this Talook Return must be entered any tracts populated by wandering tribes, etc., which may not be included in the Curnum's reports. The area of such tracts is generally unknown, but it may be estimated with considerable accuracy.

7. The statistics as to permanently settled estates, etc., must be ascertained by the Tahsildar from the Zemindary Gwans.

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8. The Returns will, in the case of the largest talooks, take from ten days to a fortnight to compile. They must then be forwarded to the Collector, who will abstract them talookwar thus :—

Statistical Return of the Area and the Assessment of the district of

Names of Talooks.	Number of Villages.	Area in square British Statute miles of 640 acres each.	Area in acres.	AREA OF GOVERNMENT LAND.			Area of Inam land.	Area of permanently settled Estates.	Demand on account of Land-revenue (Byot-war.)	AVERAGE RATE PER ACRE ON CULTIVATED LAND.		Quit-rent on Inams.	Peish-cash on permanently settled Estates.
				Assessed.		Unassessed, including sites of villages, towns, roads, etc.				Wet.	Dry.		
				Cultivated.	Culturable.								
1	2	3	4	5	6	7	8	9	10	11	12	13	14
				ACRES.	ACRES.	ACRES.	ACRES.	ACRES.	RS.	RS. A. P.	RS. A. P.	RS.	RS.

9. In the District Return the Collector must be careful to include any hilly tracts or semi-independent States which do not appear in the Tahsildar's Statements.

10. These Returns will be valuable in themselves, but they will be also indispensable in preparing for the census. Looked at in this light, their object is to provide that every portion of the country shall be duly registered and censused. The Tahsildar knowing the area of his talook, and the Collector the area of his district, will be able to see that the combined village and talook totals omit no forest land, thinly-peopled tract, hill country, or petty estate.

11. Both the Talook and the District Returns must be submitted to the Board, in order that any obvious misapprehensions may be corrected. They will be returned as soon as possible, and the Village and Talookwar Returns should be sent back to the Tahsildars.

12. All this work may be well finished by the end of April.

13. The preliminary house-to-house enumeration must then be made. It will not be a difficult operation in the greater part of the Presidency where the houses are all collected in villages, but in some districts, such as Malabar, South Canara, and the Neilgherries, where the houses are often scattered and isolated, special arrangements will have to be made.

14. The Board will leave it to the Collectors to state the number of houses with which each enumerator should deal. In the North-West Provinces, the rule was to appoint one enumerator to every 100 houses. In villages containing less than 200 houses, the Curnum and Moonsiff will be the enumerators. In villages containing more houses, assistants will have to be appointed. They should be selected from amongst the Mirassidars or officially recognized chief inhabitants. All officials in the Revenue Department will be available for this work, and their services must be utilized to the utmost. In towns, special arrangements must be made. In Municipalities the Commissioners will be requested to undertake the census and superintend the enumerators. There should be about one supervisor to twenty enumerators. In agricultural districts the Revenue Inspectors will be supervisors, but as there are not enough of them to perform the duty thoroughly, advantage should be taken of the presence of any European or Native gentleman, who understands the nature and value of a census. There can be few such who will refuse at the request of the Collector to supervise the enumeration in their immediate neighbourhood. In all

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cases, however, the proportion of one enumerator to 100 houses must probably be the basis of the arrangement.

15. With regard to the question as to whether the enumerators should be paid, the Board, after full consideration, are of opinion that whenever servants of Government are thus employed, they must be considered as discharging a part of their official duty, and entitled to no extra pay for it. In the North-West it was found easy to get enumerators (in all agricultural districts) without pay, and the Board have no doubt it can be done here; but in towns some expense must probably be incurred.

16. Each enumerator will be supplied with the proper number (on the average 110) of copies of Forms A. (Population), and B. (Cattle), printed on the two sides of the same sheet of paper.

17. The forms will all be printed in Madras, and Collectors should indent for the number which will be required in each language as soon as possible.

Village		A. Talook		District							
Town		OR Talook		District							
1		2	3	4	5	6	7	8	9	10	11
No. of the House.		Names of males above 12 years of age.	Number of boys under 12 years of age.	Religion or Caste.	Race.	Occupation.	No. of males able to read.	No. of males unable to read.	No. of females above 12 years of age.	No. of girls under 12 years of age.	Remarks.
Terraced or Tiled.	Thatched.										
											If a person is deaf or dumb, insane or blind, the fact should be noted in this column.

B.

No. of the House.	Elephants.	Camels.	Horses.	Country Ponies.	Mules.	Oxen.	Cows.	BUFFALOES.		Asses.	Sheep.	Goats.
								Males.	Females.			

18. The preliminary enumeration will begin on the 1st July 1870, and should be finished before the 15th.

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19. Every morning the enumerator will proceed from house to house, numbering them consecutively (by a number on the wall or door, of which advantage will be taken at the final enumeration) as he goes, and will at the same time fill in his forms. He will include only those who generally reside in the house, not guests who are there temporarily. If any house-owner desires to fill up his form himself he may do so, but in this case the enumerator must scrutinize the entries, and see that no mistake has been made. When his day's work is done, he will send the forms filled up in a packet by the first convenient opportunity to the Revenue Inspector of his division, or to the other supervisor, if any other supervisor has been appointed for him.

20. The Revenue Inspector and other supervisors will superintend the enumerators whilst at work, and see that they understand their instructions. When they receive the returns they will keep about ten per cent. themselves, taking them from different parts of the division, and send the rest to the Tahsildar. Till the 15th of August they will diligently seize every opportunity of testing the forms they have kept, and will authenticate those they have examined themselves by their signature. If any enumerator's work seems to be incorrect, the Revenue Inspector or other supervisor will report the fact to the Tahsildar or Collector, and require the enumerators to do it all over again.

21. On the 1st September the Revenue Inspector or other supervisor will send all the reserved forms to the Tahsildar, and the Tahsildar will then, by himself and by confidential agents, test as many as he can of the returns, (including some previously untested,) from each Revenue Inspector's division, and when convinced that they are correct, he will stitch the returns of each village in book form in their proper order. The forms for each village will thus be kept separate in one or more volumes. The books will be transmitted to the Covenanted Officer or Deputy-Collector to whom the Tahsildar is immediately subordinate, not later than the 30th September.

22. During the month of October, that officer will test such returns as he can in each talook. When he is satisfied that the instructions have been correctly understood everywhere, and that the forms have been properly filled up, he will send them back to the Tahsildars not later than the 1st November, and the Tahsildars will then re-distribute them to the enumerators with a view to the final enumeration. It is of the last importance that this distribution shall be complete. Two months, the Board believe, will be ample time. It must be finished, and the Tahsildar must hold written acknowledgments of the receipt of the returns from each enumerator by the end of December.

23. On the 10th of January, 1871, the enumerators will proceed from house to house as rapidly as possible with the forms previously filled up, and correct the totals by the number of people who slept in such house or enclosure in the night. On this occasion the names and number of all guests, etc., who slept in the house that night must be entered under the corrected return of the ordinary residents. The Board believe that there are no large festivals at this time of the year which will interfere with the census, but if there are such in any district, the Collector should report the fact at once.

24. The reports after being tested as far as the Collector thinks necessary by Revenue Inspectors, unofficial Supervisors, Tahsildars, and Divisional Officers, will be transmitted by Collectors, in original, to the Board of Revenue. The village books prepared by the village return (paragraph 4) will be arranged in Talook packages and the talookwar return referred to in paragraph 5 will be sent in its proper package. In making up the package care must be taken that the returns for no village are missing. The compilation and tabulation of the returns will be effected in Madras.

25. All officers must be warned that throughout the whole of these operations the greatest vigilance and energy will be required, and that any negligence or inaccuracy will be severely visited on those who are responsible for it.

26. To assist in calculating the expense of the census, the population may be classed thus:—

1. Inhabitants of Government villages.
2. Of Inam Villages, Zemindaries, and petty States.
3. Of thinly-peopled tracts.
4. Of Municipalities.

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5. Of Cantonments.

6. Houseless, Marine, Prison, Wandering, Chuttrum, etc.

27. In Government villages, Inam villages, Zemindaries, and petty States, very little expense need, in the Board's opinion, be incurred. In the case of proprietary villages, the proprietor can generally be induced to do all that is necessary. In large villages where no Government officials can be found to do all the work, and no capable volunteers can be induced to undertake it, some expense must be incurred, and it must be calculated with reference to the remarks already made.

28. For thinly-peopled tracts, hilly country, etc., the Board must leave it to Collectors to say what arrangements are necessary.

29. In Municipalities the Commissioners can give great assistance in calculating the cost, but it must be remembered that *two* enumerations are required.

30. The houseless, wandering, and travelling population must be enumerated by the Police at the final enumeration only. In the case of ships, jails, etc., also the final enumeration is all that is required, and it can be done by the special officers concerned. It should take place at 9 p.m., on the night of the 9th January.

31. In Cantonments a preliminary as well as a final enumeration is necessary, and the Commanding Officers will arrange for its being done.

32. As it is of the greatest importance that the estimated expense should be known to the Board before the budget of charges is disposed of by Government, Collectors are requested to telegraph the amount which they estimate will be required for their districts at the earliest moment possible. A detailed report should follow.

33. An Extract from Mr. Plowden's report on the census of the North-Western Provinces taken in 1865 is subjoined for the information of the Collectors.

(Signed) J. GROSE,
Sub-Secretary.

Extract from Mr. Plowden's report on the Census of the North-Western Provinces for the year 1865.

The method followed in the Census operations of 1865, which was exactly similar to the procedure of 1853, may thus be described:—

I. A preliminary enumeration of the people was first made by the tellers, one of whom was allotted to an average of a hundred houses. The returns thus formed were then carefully tested on the spot by supervisors, each supervisor having under him from ten to twenty tellers, and all ascertained errors were corrected. The returns were then subjected to a second check by the Government officials.

II. All errors having in this way been eliminated as far as possible, the returns thus checked were re-distributed to the enumerators, and on the night fixed for the census, each teller carefully compared the entries in his return with the actual facts to be recorded. The returns were then finally collated and compared in the offices, first of the Sub-Collector (the Tahsildar) and afterwards of the Collector, by whom they were furnished to the Board, and they form the groundwork of the tables now published.

11. The preliminary enumeration was completed in the early months of the cold weather of 1864, and was then subjected to a double test; first by the supervisors, and second by the country officials. This scrutiny was accomplished by the end of the year, and the returns then revised were again checked by, and altered so as to correspond with the actual facts existing on the night of the 10th January 1865.

12. The accompanying extract from the report of Mr. W. Forbes, C.B., Collector of Meerut, and paragraphs 2 to 9 of Mr. Hume's report for Etawah (printed entire as an Appendix) serve to explain the procedure adopted in these and other districts, and to illustrate the care which was taken in making the enumeration throughout the Province.

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Paragraph 4 to 9 of Mr. Forbes's Report, dated 22nd May 1865.

"The following was the system adopted:—

"Every village and hamlet, and every mohallah or other sub-division in the larger towns, had its enumerator assigned to it; in the former the Putwarees, in the latter the Mohalladars or other respectable inhabitants who were willing to undertake the duty. The preliminary step was to affix a number upon each enclosure (Ahatah), and a separate number upon each house, in regular order as they were situated throughout the village or sub-division of a town; at the same time entering such numbers in separate columns in the Mouzahwar form. All detached places of habitation in the village areas; as, for instance, ferrymen's and fakeers' huts, found their places in this statement or register. Simultaneously also were entered the names of heads of families, castes, occupations, and number of the members of each family, excluding carefully strangers, travellers, and casual visitors.

"The Tahsildars and their establishments were directed personally to examine and test by every means in their power these returns. Besides this check against carelessness on the part of those to whom the preparation of this most important table was entrusted, I was engaged, myself, aided by my assistants, during the whole cold season, in testing these papers. Entering the villages, we proved by actual comparison of the entries with facts before us their correctness; I say we proved their correctness, for in no single instance did we find a faulty return.

"The charge of all the general details was again entrusted to Deputy-Collector Kour Wazir Alli Khan, whose name was so prominently mentioned in the Meerut Census Report for 1852. To him were the Tahsildars and others to refer for explanatory instructions on any doubtful point.

"All the papers were received in office during the month of November, and were reported fully tested, examined, and ready for the census.

"The Putwarees, who formed our chief agency, are a much more intelligent body of men than formerly; and the people have not now the slightest suspicion regarding the motives of Government in ordering the census to be taken, and consequently show no disposition to conceal facts; and I have therefore every reason to think the work was carried out with the greatest amount of accuracy which it was possible to obtain.

"The census, or numbering of the people, to be made on the night of the 10th of January 1865, required a larger establishment than had been employed in the preliminary steps. Lists of those appointed to the work, and the village or sub-division of the village or town entrusted to each, were prepared and submitted by the Tahsildars for approval. All were at their posts at the end of the first week in January; and from the 8th to the 15th idem, no one was allowed to be summoned or to attend to such summons, if issued, on any pretence whatever. Separate arrangements were made with officers in charge for the enumeration of subordinate officials and others at Railway Stations, Police Stations, etc. The census of the cantonment, and its regimental bazaars, was carried out by Colonel Cookson, Cantonment Magistrate, who also, too, had the experience gained from the census in 1852. The final operation of numbering was completed during the night of the 10th January; and the papers immediately given in and subjected to examination and comparison in the tehseels, and subsequently in the Sudder Office, previous to the preparation of the returns now submitted."

13. The precautions thus observed, and the fact that a census is no longer a novelty in these Provinces, and has thus excited no suspicion in a very suspicious people, have tended, it is confidently believed, to secure an enumeration more complete and more accurate than that of 1853. All reports coincide in ascribing to the census of 1865 as much accuracy as can be secured for Indian statistics.

312. It is not improbable that advantage may be taken of the next general census of the United Kingdom to place the enumerations of these Provinces on a footing the same, in regard to time, as those of the mother country. As six years will then have intervened between the last census taken here and the next to be taken in Great Britain, 1871 will not be an inconvenient

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year for the taking of the next census in these Provinces. The cold season, however, will always prove a fitter time than the hot season, or the rains, for a house-to-house enumeration in this country. The Collectors and their Assistants can move about their several districts with greater facility than at other seasons, and have thus better opportunities of testing the accuracy of the returns. In addition to this, the people themselves are less likely to be absent from their houses during the night in the cold weather than in the warmer season of April, when the crops are being taken off the ground, and the rural population is busy in the fields. If, then, it is determined to take a census of these Provinces in 1871, it will be better to let it be made on the night of the 10th January than on the English date of the 7th of April.

313. The following are the points which have come most prominently to notice, during the operations preliminary to the last census, in the enumeration itself and in the compilation of the returns:—

314. The area returns should be prepared as on former occasions; but the cultivation in unassessed land should be recorded from the Putwarees' papers in the same way as the cultivation in the revenue-paying area. It would also be useful, whenever it is practicable, to note the actual area occupied by towns and villages. Additional accuracy would also be secured if, on the occasion of a transfer of a village from one district to another, an extract from the area and population returns relating to it were forwarded to this office, so as to insure the record here of the actual change made in the area and population of the district.

315. The agency employed in the preparation of the population returns should be the same as heretofore; but a printed set of rules should be furnished to each enumerator, explaining the procedure which should be followed.

316. The population return for each Mouzah might with advantage be somewhat elaborated, so as to comprise additional information which it would be useful to have, and which might be collected with little additional trouble or expense. It should be expanded so as to show, in addition to the caste and occupation of the head of the family, his age, his civil condition, also the ages, occupations and civil condition of his family. A specimen of the form which is recommended is appended to this report.

The inquiries which are necessary for the compilation of the return as it now stands would give, with but little additional trouble, the information which is required on these points.

It will be advisable also to furnish the enumerators with a standard list of castes and occupations, especially of the latter. This will insure uniformity in the classification. The printed forms supplied to European house-holders, in order that they may fill up their own returns, should be accompanied by a set of printed instructions, pointing out how the return is to be filled in.

317. The compilation of the returns should be put on a footing entirely different from that on which it stands at present. At the enumerations of 1853 and 1865 the Mouzahwar population returns were the basis of the Pergunnahwar and Tehseel returns compiled by the Tahsildars and their officers. These again formed the ground-work of the district returns, compiled in the Collectors' offices; and their preparation entailed much labour on officials whose time was already fully taken up by their regular occupations; while, owing to the absence of opportunities for comparison on any extended scale, variations and differences which might have attracted attention have entirely escaped notice.

318. In future, the village population papers, after they have been finally tested and examined, should be sent at once to the Board's Office, which they should reach within a month after the census has been taken. A special establishment of at least two men for each district should be entertained in this Office to get these papers into shape, and to compile from them the statements on which the General Report is based. In the course of the year the statements would be sufficiently completed to enable them to be printed; and on this being done, the completed returns for each district should be forwarded to the Collector, for any remarks he might wish to make in regard to them, or in explanation of the facts they brought to light. They should at the same time be printed off for distribution and publication. In the meanwhile, they would undergo a thorough examination at the hands of the proposed Statistical Department, which His Honour the

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Lieutenant-Governor is willing to recommend for this office. After having thus been examined by the Statistical Department, and, where explanation was necessary, after having been explained by the several district officers, the General Report would be prepared.

If entrusted to competent hands, it should contain much valuable information on the condition and the progress of the people.

319. The experience acquired in the preparation of the present report and returns has shown the absolute necessity for an establishment specially employed in the compilation of these statements. During the past eighteen months, the original district returns having already been prepared in the district offices, a very small establishment has been entertained. Had not the district returns been compiled beforehand, this would have required much strengthening; but as long as the district statements are made up in the Collector's and Sub-Collector's Offices, we lose the opportunity for that thorough examination of the facts displayed by the original village and town returns which is so requisite for a comprehensive view of these facts. It is owing to this cause that in the present report we have absolutely no information, except that which Mr. Hume has collected in regard to the births in the several castes, on any of the following subjects of interest:—

The proportions of the sexes in the various castes.

The progress of the urban and of the rural population, and the relative fecundity in cities and country.

The distribution of the various trades and professions in towns.

The original returns would throw light on all these subjects, but the necessary information can only be obtained by a careful analysis of the village and town returns. It is these which must be carefully sifted and examined if the report on the census is to be really useful and comprehensive. But to make such an analysis requires a strong establishment, supervised by an officer who is experienced in statistical inquiries.

320. The Board's Office and the Board's Secretary have their time fully occupied in the discharge of the regular duties which appertain to them. A very limited recourse has been had to the Registrar's Department during the compilation of the present returns; but the Members are fully aware to what inconvenience this, limited as it has been, has led. It will be necessary also to depute an officer specially to prepare the next report: it is an impossibility to conduct the heavy duties of the Secretary's Office, and at the same time to undertake the compilation of a voluminous report, which requires undivided attention. The little that has been done in the present matter would not have been possible had not Mr. Sandford been deputed to carry on the duties of the appointment while the Secretary was on leave, and for six weeks after that leave had expired. As it is, the strain on the office has been continuous and oppressive.

321. The actual cost incurred in the taking of the census and in the preparation of the report and returns has been, exclusive of the charge for printing the report, Rupees 18,541-2-0 (£1,854-2-3). Of this, Rupees 8,769-6-0 (£876-18-9) has been incurred in the preparation of printed returns for distribution to the enumerators, Rupees 6,847-8-1 (£684-15-0) was the cost incurred by District Officers in taking the census and preparing their returns, and Rupees 2,924-4-0 (£292-8-6) has been expended in this office in the compilation of the statements.

The cost of the English Census was £139,885.

The expenditure I should recommend to be sanctioned for the next census would be at least Rupees 60,000 (£6,000).

	RS.
For Collectors	20,000
For Printing	9,000*
For preparation of the General Statements and Reports	31,000
Total...	60,000

* Only returns for enumerators.

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If, in addition to this, the enumerators in towns were paid, we should cure the one defect in our machinery for taking the census. This would certainly add considerably to the expense of the operation; but in the end I think the extra expenditure would prove economical, rather than the reverse.

322. It would also be advisable at once to examine the town and village returns which have been compiled at the present census, so as to provide, in anticipation of the next and more complete census that may be made, some means of comparison for the results which may then be obtained; but this cannot be attempted without a proper establishment.

323. It will take some time before we can obtain returns which will assimilate either in trustworthiness or comprehensiveness, to those which are now recorded in Europe; but now that two house-to-house enumerations have been attempted, we have so far familiarized the people with the operations and objects of a census that we may fairly attempt a more ambitious, because a more complete and exhaustive inquiry in regard to the progress, the civil condition, and the occupations of the population in these provinces. Such an inquiry, if properly conducted, would throw a flood of light upon many subjects of interest in regard to which we are now very much in the dark. To be successful, it will require a far stronger establishment than has hitherto been employed; and it will task the undivided attention of the best officer the Government can spare for the purpose.

No. 276. Extract from the Proceedings of the Government of India in the Home Department, (Public), under date Simla, the 20th October 1869, No. 4,799.

Read the following papers regarding the form to be used for the collection of Statistical information in the proposed General Census of India in 1871.

Circular addressed to the Local Governments and Administrations, Nos. 2,376 to 2,385, dated the 21st May 1869.

Letter from the Government of Madras, No. 2,071, dated 16th July 1869.

Do. from the Government of Bombay, „ 1,392, „ 14th June „

Do. from the Government of Bengal, „ 2,130, „ 7th „ „

Do. to do., „ 2,952, „ 30th „ „

Do. from do., „ 2,928, dated 17th Aug. „

Do. from the Government of the N.W. Provinces, No. 281A., dated the 14th July 1869.

Do. from the Government of the Punjab, No. 1,937, dated 26th June 1869.

Do. from the Chief Commissioner of Oudh, „ 3,130, „ 20th July „

Do. from do., „ 3,404, „ 6th Aug. „

Do. from the Chief Commissioner of the Central Provinces, No. 1,676-181, dated 12th June 1869.

Do. from the Chief Commissioner of British Burmah, No. 88-9, dated 10th June 1869.

Do. from the Chief Commissioner of Mysore, No. 1,633-7, dated 25th June 1869.

Do. from the Resident at Hyderabad, No. 25, dated 29th June 1869.

Do. from do., „ 32, „ 19th July „

RESOLUTION.—The opinions of all Local Governments and Administrations are now before the Government of India. They are generally opposed to any attempt at a cattle census, and in this view the Governor-General in Council concurs. The enumeration of cattle is more properly a branch of the statistics which a revenue survey and settlement establishment might collect, and which, in some provinces, it does collect with the statistics of wells, ploughs, carts, and the like. If in any province these particulars are obtainable of recent date, and without excessive

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trouble, they would form a useful appendix to the census returns, as finally compiled, and might be added.

2. With regard to the form of return to be adopted for the population, the general opinion is greatly in favour of numbering by “enclosures,” and not by houses. The original registers therefore should contain a record of every enclosure, with its number for purposes of enumeration, and the name of the chief person residing therein for the purpose of identification. The enumerators should be warned that the entry in the heading of the paper of the chief resident's name is not to prevent their entering his name in the proper column with full details of caste, race, etc.

3. It seems desirable to ascertain roughly how many houses belong to the better class. The “dwelling houses” in each enclosure should therefore be entered under the headings “of the better sort,” “of inferior sort,” the Local Government in each province determining for the guidance of the enumerators what description of house should come under either class. The definitions of “pucka” and “kutchra” vary so much in different parts of India that the adoption of these terms would not yield uniform results. It will be understood that the object is to distinguish substantial houses, whatever the material, from huts, hovels and houses of unsubstantial construction.

4. The general view is that the names of all males (children and adults) should be entered. This is approved, as correctness is more likely to be attained by the entry of names, and the trouble is really less than in entering the results of calculation of numbers.

5. In regard to the record of age there is some difficulty. If no names were to be entered in the census, a very broad classification would no doubt suffice; but if names are to be entered, it seems just as easy to put down in the registers the age also as given; for when making up the returns of age in decennial periods, the errors will, for the most part, correct themselves, or, at any rate, such errors as remain will not vitiate the general correctness of the returns on the average. Therefore it is better to put down the age as given by the people.

6. The names of all male inmates will accordingly be entered in the return, and opposite each name will be recorded the age of the individual as stated by the head of the household, or other person answering the inquiries of the enumerator. In finally compiling the results, the classification according to age should be for the following periods, viz. :—

Not exceeding 1 year.

Above 1 year and not exceeding 6 years.

			12	„
„	6	„	20	„
„	12	„	30	„
„	20	„	40	„
„	30	„	50	„
„	40	„	60	„
„	50	„		
„	60	„		

7. In regard to females, it is generally considered that no names should be asked or entered. The Governor-General in Council is of opinion that it should

be left entirely to the option of the head of the household to give or withhold the names of female inmates. Whenever, therefore, the names are withheld, it must suffice to enter in the returns the number of females. But a census, which did not show the number of females of each caste or race, would be very imperfect. Some classification of females according to age must also be attempted. The easiest way to do this would be to give each female a number, and enter opposite the number all the necessary particulars, the name only being omitted. But even if this plan be not adopted, still the columns for age, religion, caste or class, and race or nationality, will have to be added for females. If the names are withheld and a number be not adopted for each female, it will merely be stated what number of females belong to each religion, caste or class, and race or nationality, and the female's age will be recorded according to the classification prescribed in paragraph 4 for the ultimate form of the compiled returns for males. The column for occupation, however, may be omitted in the case of females. The Local Governments will understand that they may, if they see fit, issue express orders to the enumerators in any particular locality to adopt this mode of enumeration of females, absolutely, and without leaving it optional to give the names of female inmates.

8. The Governor-General in Council sees no sufficient reason why there should not be one column headed 'whether able to read and write,' to be answered 'yes' or 'no,' persons who can only read and cannot write, or who can only sign their names and cannot read, being entered under "No".

9. In the column of remarks should be entered the number of—

Deaf	...	...	} male or female.
Dumb	...	...	
Idiots	...	...	
Insane, and ...	...	...	
Lepers	...	...	

10. In case of wild tribes, it may be better not to attempt so much in regard to age and other details; but the fact of exceptional cases occurring in certain districts ought not to prevent a more complete record being prepared in other districts forming the greater part of British India.

11. In accordance with the above views, the Government of India has finally determined upon adopting the annexed form, and desires that it may be distributed to the enumerators, with such detailed instructions as may appear necessary to the Local Governments and Administrations. A specimen of the form filled up for an imaginary family in each of the three methods is also forwarded.

Governments of Madras, Bombay, Bengal, North-Western Provinces and the Punjab; Chief Commissioners of Oudh, the Central Provinces, British Burmah and Coorg; Resident at Hyderabad.

ORDERED, that this Resolution be communicated to the Local Governments and Administrations marginally noted for information and guidance.

Copy forwarded to the Financial Department for communication to the Statistical Committee.

(True Extract.)

(Signed) E. C. BAYLEY,
Secretary to the Government of India.

No. 276A. MINUTE BY THE HONOURABLE R. S. ELLIS.

THERE appears to be one defect in the arrangements for taking the Imperial Census of 1871, proposed by the Board of Revenue. The area-returns, treated of in paragraphs 4 to 11, are doubtless of importance, as tending to secure their professed object; viz., to provide that every portion of the country shall be duly registered and censused. The principle should have been carried further, and some arrangement made to secure that *every house*, or rather enclosure comprehending it may be several houses, shall be registered and censused. It is much more likely that houses or enclosures may be omitted than villages or hamlets, to which alone the area-returns extend.

2. I would suggest that at the same time that the area-returns are being prepared, the village-officers should be required to number each enclosure, and to frame a house-register for the whole village, somewhat in the following form :—

"House-register of the hamlet _____ village _____ in the
Talook."

No. attached to the Enclosure.	Name of chief Occupant.

The completeness of this register should be separately and thoroughly tested in every village by the Revenue Inspectors and other supervising officers; and the register will, in its turn, furnish a test, when the enumeration forms, which would be numbered and headed to correspond with it, are being collected, that no house or enclosure has been omitted to be censused.

3. The testing system proposed by the Board, and described in paragraph 20, will merely furnish a test of the accuracy of the enumeration of the population of those houses, the forms relating to which have been retained by the supervisors for subsequent examination; but does not at all secure that some houses may not have been omitted altogether. It is true that paragraph 19 provides that the enumerators shall be supervised when at work, but such supervision, from the fewness of the supervisors, even should they be obtained in the proportion (1 to 20 enumerators) proposed by the Board, would necessarily be partial and inadequate. I doubt much whether supervisors in this proportion can be obtained, and I think that a lower proportion would suffice.

4. As regards the number of houses to be allotted to each enumerator, 100 would no doubt fully tax the energies of one person at the final enumeration; but there is no necessity, if enumerators are scarce, of imposing any limit at the preliminary census.

5. For the census of the larger towns a system modelled on that proposed by the Madras Municipal Census Committee, (*vide* Memorandum, Government

*Proceedings of the Madras Government, Revenue Department,
24th February 1870.*

Proceedings, Public Department, 10th September 1869,) would be found most suitable; and this paper ought to be communicated to the Board and Collectors.

6. The enumeration form proposed by the Board must be superseded by that prescribed by the Government of India, (Resolution, Home Department, 20th October 1869, No. 4,799.) The proposal of the Board to collect statistics of cattle, etc., must be negatived under that Order. The classification of houses as "terraced or tiled" and "thatched" will answer the headings "of the better sort" and "of the inferior sort" proposed by the Government of India.

7. With reference to paragraph 7 of the Government of India Resolution, I submit that the best form for the enumeration of females would be that which admits of the names being entered when no objection is made or felt; or when there is, of the females being represented by numbers.

8. The Order of the Government of India should also be communicated to the Municipal Census Committee. Had it been received before it would have enabled the Government, in the Public Department, to pass final orders on many points left open. The enumeration form prescribed must be adopted in the Madras Municipality as well as in the Mofussil.

9. The Board propose that the preliminary enumeration shall begin on the 1st July 1870, and be finished by before the 15th. This is unnecessarily soon; six months between the preliminary and final census is too long. The value of the former would be in great measure lost, and the latter would be practically a new census. I think that the fortnight from the 15th September to the 30th would be a better time than from the 1st to the 15th October. Mr. Dalyell proposes the first night of October, but it would be impossible, and there is no necessity to take the preliminary census in a single night. The change would be of little importance as regards the value of the preliminary census; but this if fixed a fortnight earlier than he proposes, would interfere less with the important work which in October devolves upon village-officers and Revenue Inspectors in most districts, viz., the recording and checking the cultivation, the stress of which comes on in that month.

10. The Board only cursorily advert to tabulation, but that is a matter that may well be left to after-consideration.

11. As regards expense in Zemindaries I do not think that any need accrue if the affair be properly managed, and the influence and co-operation of the Zemindars be secured, as they may be without difficulty. The staff of village-officers is, if anything, more numerous in Zemindaries than in Government villages; and the Zemindar invariably maintain a host of Peishkars, Amildars, and such like officers, whose services would be available as supervisors. The Sub-Magistrates in Zemindaries could perform the functions assigned by the Board to Government Tahsildars.

12. It is physically impossible that the enumeration of the vagrants and houseless persons should be made by the Police. There are many Police Stations with a strength of only five or six men, under which twenty or twenty-five square

*Proceedings of the Madras Government, Revenue Department,
24th February 1870.*

miles of country are placed. The census of the vagrants and houseless persons must be made by the village-officers, with the aid of the Taliares, Toties, Vetties, etc.

13. The Board say nothing of the record of castes and occupations. It would, I think, be a fatal mistake to adopt any "standard list of castes," which would only bother the enumerators and introduce misrepresentation. It would be better to record the castes and occupations as stated by the people, and classify them afterwards, if possible. A standard list of castes is sure to embody a theory and what we want is facts.

(Signed) R. S. ELLIS.

No. 276B. MINUTE BY THE RIGHT HONOURABLE THE PRESIDENT.

I HAVE only to express my assent to the views embodied in the foregoing Minute by Mr. Ellis. They might be incorporated with the scheme suggested by the Board.

(Signed) NAPIER.

(,,) A. J. ARBUTHNOT.

No. 277. ORDER THEREON, 24th February 1870, No. 288.

Miscellaneous.

WITH their Sub-Secretary's letter, dated 26th October 1869, No. 7,949, the Board submit a very well-digested

scheme, modelled upon the method followed in the North-Western Provinces, for taking the census of 1871, which the Government will now proceed to review. In so doing it will be necessary to make occasional reference to the instructions conveyed in Proceedings of the Government of India, dated 20th October 1869, No. 4,799, which were received after the Board had drawn up their memorandum.

2. As a preliminary measure the Board propose the compilation, through the agency of the Curnums and Tahsildars, of Statistical Returns, particularising the area and assessment of each district. These returns are to be submitted to the Board in order that any obvious misapprehensions may be corrected, but will be returned to the district officers in order that the latter may have them at their disposal while revising the census. It is estimated that all work under this head will be finished by the end of April.

3. The Government agree with the Board in attaching great importance to this scheme, both as a step towards the census and as a means of obtaining information valuable in itself. They consider that it ought to be carried further, and that simultaneously with the preparation of the returns, arrangements should be made for framing a *house-register* of each village. This register will, of course, be the work of the village-officers. The Government of India, in their Resolution alluded to above, declare a preference for registering by enclosures rather than by houses. This should be borne in mind, and the name of the chief person residing in the enclosure should be added for purposes of identification. Each enclosure

should further be distinguished by a number which might be at once affixed to it instead of during the preliminary census. The Revenue Inspectors and other supervising officers should thoroughly and separately test the accuracy of each house-register before it is submitted, through the Tahsildar, to the Collector. The forms to be distributed to the enumerators will then be numbered and headed so as to correspond with the house-registers.

4. By this means additional security for the inclusion of every house in the census-returns will be attained; for, while the enumeration-forms are in process of collection, they can be compared with the house-registers, and, if the latter have been correctly framed, any deficiency in the number of the former will be at once detected. It must be remembered that the system, described by the Board in paragraph 20, merely furnishes a test as to the intrinsic accuracy of the enumeration-forms themselves, or rather of that small proportion of them which are to be retained by the supervisors for revision, but does not secure their numerical completeness.

5. As regards the returns of area and assessment, the Government are of opinion that they should exhibit the data on which they are prepared; i.e., whether on mere estimate, or Curnums' measurement, or on the measurement of any known survey, and that the same distinction should be preserved in compiling the returns. Unless this plan be adopted the large proportion of calculations, which are based on guess-work or tradition, if allowed to exercise an equal influence in striking a general average, will neutralize the elaborated results of scientific survey, while, in order that the returns may possess their maximum of utility, it is even more necessary that they should afford the means of comparing the rates of assessment imposed according to diverse systems than those obtaining in different districts.

6. This introductory process, which is described by the Board in paragraphs 4 to 11, being concluded the prosecution of the census commences. The scheme advocated by the Board is well devised: in that it combines the advantages of a one-day enumeration with those belonging to an enumeration extending over a longer period. It is open to criticism, because the functions of the enumerator are fulfilled by one and the same person with no check, save that of general supervision and the supposed scrutiny of a per-centage of the enumeration-forms. A double test of accuracy, such as the Census Committee for the Town of Madras propose to employ by the appointment in direct furtherance of the census of "indicators" as well as "enumerators," is not contained in the Board's scheme. The Government are, however, convinced that the Board have rightly estimated the agency at their disposal in the rural districts, and that in such it is better to trust to the best qualified village-officers under such supervision as can be brought to bear upon them than to introduce an inharmonious element for the sake of an additional check. But for the larger towns it will probably be advisable to follow as closely as possible the system which may be hereafter decided on for the Town of Madras. The Proceedings of Government relating to this subject will therefore be communicated to the Board and to all Collectors.

7. The Board propose that the preliminary enumeration, for which a fortnight is allowed, should begin on the 1st July 1870, and be finished before the 15th of the same month, and that the final or one-day census should be conducted

on the 10th January 1871. A period of six months is thus interposed between the two enumerations. The longer this period is the more embarrassing will be the task imposed upon the enumerators at the final census, and the Government consider that an interval of three months will be quite long enough. During the month of October, however, the Revenue Inspectors and village-officers are busied in recording and checking the cultivation. The latter fortnight in September would therefore, in the opinion of the Government, be the best period to fix on for the preliminary census.

8. The Government of India, in their Proceedings alluded to above, have especially noticed the difficulties which may arise from the unwillingness of householders to afford the requisite particulars regarding the female members of their families. To such they would allow a choice between three modes of satisfying the requirements of the enumerator, and, in illustration of their plan, they have forwarded three separate specimen-forms, each filled up for an imaginary family according to one of three different methods. In the first form the females are particularised by name and attributes with the same exactitude as are the males; the second resembles the first in every respect, except that a figure is substituted for a name in the case of each female; in the third form the females are not entered individually either by name or by means of a figure, but they are classified comprehensively according to distinctions of age, caste, etc. The necessity of calling in the third form depends on the per-centage of house-holders who, while averse to furnishing the enumerator with the precise age of, and the other requisite information regarding, each individual female inmate of their houses, a figure being substituted for her name, are nevertheless willing to declare the total number of female inmates—to state the number falling respectively within certain limits of age which are distinguished from one another by periods of ten years—and further to classify them according to religion, caste, nationality, etc. In this Presidency it is not probable that the per-centage referred to would be large, and, if a choice between the three methods proposed by the Government of India be allowed, it will necessitate the appendage of a separate tabular form to all the enumeration-sheets, thereby increasing the size of the sheets and seriously adding to the cost of printing. The Government are of opinion that all sources of irritation will be avoided, if column 10 of the enumeration-forms, sent by the Government of India, be headed "name, designation, or number," and the option of representing females by a figure be allowed to heads of households who object to mentioning their names or declaring their relationship. The Government of India will therefore be addressed on the subject.

9. In other respects the form adopted by the Government of India should be employed, and, under their orders, the "B-form" proposed by the Board for cattle, etc., is unnecessary. The classification of houses as "terraced" or "tiled" will answer the headings "of the better sort" and "of the inferior sort" proposed by the Government of India.

10. In large Zemindaries it is obviously of the first importance that the cordial co-operation of the Zemindar himself should be secured, and with this end the Government propose to issue Circulars to all Zemindars of position. The functions assigned by the Board to Government Tahsildars might be performed in

2

*Proceedings of the Madras Government, Revenue Department,
21th February 1870.*

Zemindaries by Sub-Magistrates; but it is the intention of the Government to request the Zemindars to render their Revenue Establishment available for purposes of the census.

11. The Government do not agree in the opinion expressed by the Board (*vide* paragraph 20 of their Proceedings) that the census of the houselees and wandering population should be left to the Police. The training which the Police have received hardly fits them for duty of this nature, and they are besides too sparsely scattered over a wide extent of country to undertake it effectually. No better plan for conducting the census of the vagrant classes suggests itself to the Government than that they should be numbered, with the rest of the population by the village-officers, but at the final enumeration only.

12. Where a Military Cantonment is included within the bounds of a municipality, the Government consider that the census of the former should appear in the returns of the latter. The Military authorities should, however, afford every assistance in their power. Orders on this subject will be issued in the Military Department.

13. The remaining propositions of the Board appear to the Government to be judicious. Tabulation is only cursorily adverted to, but this is a matter which may well be left for after-consideration. As soon as the Board have decided on the form which they propose to adopt, it should be submitted for the approval of Government.

14. The Government would urge strongly upon all Collectors the necessity of disabusing the popular mind of all misapprehension as to the objects of a census. No opportunity should be lost of bringing home to all classes of Natives the fact that it is not designed as a step towards increased taxation.

15. Lastly, the Government would remind the district officers that all minor excellencies and defects in a scheme which only exists upon paper are of little weight when compared with the zeal and energy brought to bear by those who carry it into execution. The Government believe that by far the greater number of their officers will take a personal interest in the matter, and if this expectation be fulfilled, a more successful census than has yet been carried out in the Madras Presidency may reasonably be looked for.

(Signed) R. A. DALYELL,
Acting Secretary to Government.

ms-6-9001
2/5/22

Trans of P. 3 Sept 73
C 2773.

Govt. of 118701 Madras.

REVENUE.

THE BOARD OF REVENUE.

Secy. Secy. Secy.

Dated February, 24th.

G. O. 244 February 1870, No. 288.

FEBRUARY.
Nos. 275-277.

Genl. of Madras Presidency—Process-
ing Board of Revenue, submitting draft of a
Memorandum of instructions for taxing it in 1871,
reviewed.

of Chief Male Resident thereof

			FEMALES.					REMARKS.		
Race or Nationality.	Occupation.	Whether able to read and write or not.	NAME.	Age.	Religion.	Caste or Class.	Race or Nationality.		Whether able to read and write or not.	
7	8	9	10	11	12	13	14	15	16	
<i>N. B.</i>—It is entirely optional with the person replying to the enumerator's queries to give or withhold the names of females. Each female may be represented by a number. <i>Columns 10 to 15 inclusive.</i>—When females are indicated by either names or numbers, the race, caste, class, and religion of each should be given in the proper column opposite her name or number, otherwise the total number of females belonging to each religion, caste, class, or nationality should be entered, as in the second form below. When the Returns of Females are not given separately for each female as above, the following classification must be given instead:—										
			AGES.		RELIGIONS.		CASTES OR CLASSES.		RACES OR NATIONALITIES.	
			Number of females under each division of age.		Religions to which the females belong.	Number belonging to each religion.	Castes or classes to which the females belong.	Number belonging to each caste or class.	Races or nationalities to which the females belong.	Number belonging to each race or nationality.
			10 & 11	12			13		14	15
			Not exceeding 1 year	...						
			Exceeding 1 year, not exceeding 6 years							
			6 years	" 12 "						
			12 "	" 20 "						
			20 "	" 30 "						
			30 "	" 40 "						
			40 "	" 50 "						
			50 "	" 60 "						

of each Province.
Years will be given in the subsequent columns as of other individuals.
cannot write, and those who can only sign their names and cannot write to

of each Province.

REMARKS.

N. B.—It is entirely optional with the person replying to the enumerator's queries to give or withhold the names of females. Each female may be represented by a number.

Columns 10 to 15 inclusive.—When females are indicated by either names or numbers, the race, caste, class, and religion of each should be given in the proper column opposite her name or number, otherwise the total number of females belonging to each religion, caste, class, or nationality should be entered, as in the second form below.

When the Returns of Females are not given separately for each female as above, the following classification must be given instead:—

	AGES.	RELIGIONS.	CASTES OR CLASSES.	RACES OR NATIONALITIES.
	Number of females under each division of age.	Religions to which the females belong. Number belonging to each religion.	Castes or classes to which the females belong. Number belonging to each caste or class.	Races or nationalities to which the females belong. Number belonging to each race or nationality. Number of females able to read and write. Number unable to read and write.

Names will be given in the subsequent columns as of other individuals.
 cannot write, and those who can only sign their names and cannot write to

			Num und of	Reli the	Num to	Cash wh bel	Num to	Race to ma	Num to tion	Num read	Num wr
			10 & 11	12	13		14		15		
Not exceeding 1 year			...								
Exceeding 1 year, not exceeding 6 years											
6 years	"	12	"								
12	"	"	20	"							
20	"	"	30	"							
30	"	"	40	"							
40	"	"	50	"							
50	"	"	60	"							
60	"	...	...								
TOTAL			...								

Enclosure No.

Name

MALES.

[illegible]

NOTES.—

... according to special instructions to be issued by the local Government or Administration.

Column 3.—The name of the Chief Male Resident should be entered in this column as well as at the head of the form, and all pa

Columns 9 and 15.—To be answered opposite each name or number saying "yes" or "no." Persons who can only read and write should be entered under "no."

In the column of Remarks, the following particulars should be given, and any others which may be useful:—Number of lepers, deaf and dumb, insane and idiots, male or female.

1/2/1902

Memo for Orders

No 3739-3758

The Board submit their scheme for taking the Census. They deem a preliminary enumeration and certain area returns absolutely necessary in order to insure accuracy. 1st as to area returns. These are undoubtedly required. The returns proposed, however, are likely to cause serious error if the data on which they are prepared is not given in every case. It is therefore suggested that the mileage returns should show the Suburbs, the data on which the area of both Govt land and Indian land is

is entered p.e. whether
on mere estimate, on
Curran's measurements
or on the measure-
ments of any known
survey. There will be
considerable difficulty
in obtaining anything
like accurate mea-
surements of Zruid
daries and Indian hold-
ings, & inaccurate areas
do none harm than
good.

2. These returns
of area being obtained
and approved by the
Board, it is then pro-
posed to make a pre-
liminary house-to-
house enumeration
which they propose
to make between 1st
and 15th July. It is
submitted however
that it would be
better

yes N

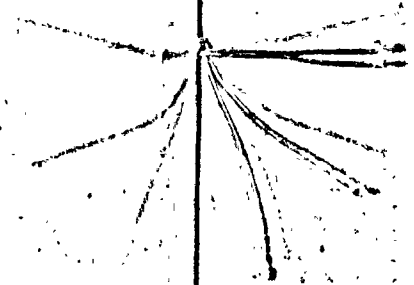
better to defer it
to the first fort-
night of October as
it would then take
place just 3 months
instead of six months
before the Census,
and would still leave
ample time for all
the proposed checks.

3. It is suggested
that the Memoran-
dum of instructions
proposed by the P.
may be approved
with these modifica-
tions, but it may
as well be pointed out
to them that the en-
umeration of the
population in larger
Zruidaries must
be done by a paid
agency if it is to
be at all reliable.

4. It is not quite
clear how the Police
are

are to enumerate
the classes referred to
in para 30 of the 2^d
Memo, perhaps fur-
ther information might
be called for on this
point.

5. It will be ne-
cessary for orders to
be issued in the Milly
Dept. in regard to para-
graph 31.



W. H. Ball

W. H. Ball

Memorandum
Census of Madras

Revenue Department
H. 288,
Proceedings of the Madras Government
Under date the 25 February 1890

Read the following
papers from the Sub Secy to the
Board of Revenue

Submitting with remarks
draft of a Memo of instructions
for taking the Census of Madras
Presidency in 1891, proposed
to be issued to Collectors.

H. 6. 26 Oct 1869. No 4949

From the Secy. Govt of India. Home Dept. H. 6. 26 Oct 1869. No 4949

With their Sub-Secretary
letter dated 26 October 1869 No 4949
the Board submit a very well-
digested scheme modelled upon
the method followed in the
N. W. Provinces for taking the
census of 1871, which the Govt
will now proceed to review.
In so doing it will be necessary
to make occasional reference
to the instructions conceived
in Proceedings of the Govt of
India dated 20 October 1869.

N
M.E.

No 4799 which were received after the Board had drawn up their Memorandum.

2. As a preliminary measure the Board propose the compilation through the agency of the Curnums and Jabsiddurs of Statistical returns particularizing the area and assessment of each district. These returns are to be submitted to the Board in order that any obvious misapprehensions may be corrected, but will be returned to the District officers in order that the latter may have them at their disposal while revising the census. It is estimated that all work under this head will be finished by the end of April.

The

enclosure should contain
instructions to the District
officers to send the returns
of the area and assessment
of each district to the Board
by the end of April.

1/3/19

3. and the Govt. agree with the Board in attaching great importance to this scheme both as a step towards the census and as a means of obtaining information valuable in itself. They consider that it ought to be carried further and that simultaneously with the preparation of the returns arrangements should be made for framing a house register of each village. This register will of course be the work of the village officers. The Govt. of India in their Resolution alluded to above declare a preference for registering by enclosures rather than by houses. This should be borne in mind and the name of the chief person

reading

residing in the enclosure
should be added for purposes
of identification. Each
enclosure should further
be distinguished by a
number which might be
at once affixed to it instead
of during the preliminary
processes. The Revenue Super-
visors and other supervising
officers should thoroughly
and separately test the
accuracy of each house-
register before it is submitted
through the Tahsildar to
the Collector. The forms to
be distributed to the
enumerators will then
be numbered and headed
so as to correspond with
the house-registers.
By this means
additional security for
the

the inclusion of every house
in the census returns will
be attained: for, while the
enumeration forms are in
process of collection they can
be compared with the house-
registers, and if the latter
have been correctly framed
any deficiency in the number
of the former will be at once
detected. It must be remem-
bered that the system des-
cribed by the Board in para-
20 merely furnishes a test
as to the intrinsic accuracy
of the enumeration forms
themselves or rather of that
small proportion of them
which are to be retained
by the Supervisors for revision,
but does not secure their
numerical completeness.

5. As regards the returns
of area and assessment

read the Govt are of opinion that
that they should exhibit the date
of return which they are prepared
to give i.e. whether on mere estimate
or on circumstantial measurement
or on the measurement of
at any known survey, and that
of the same distinction should
be preserved in compiling
the returns. Unless this
plan be adopted, the large
proportion of calculations
which are based on guess
work or tradition if allowed
to exercise an equal influence
in striking a general average
will neutralise the elaborated
results of scientific survey
while in order that the
returns may possess their
maximum of utility it is
even more necessary that
they should afford the means
of

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of comparing the rates of
assessment imposed according
to diverse systems than
those obtaining in different
districts.
6. This introductory
process which is described
by the Board in paragraph
being concluded, the prosecution
of the census commences.
The scheme advocated by
the Board is well devised
in that it combines the
advantages of a one day
enumeration with those
belonging to an enumeration
extending over a longer
period. It is open to
criticism because the
functions of the enumerators
are fulfilled by one and the
same person with no check
save that of general supervision
and

and the supposed scarcity
of a percentage of the enumera-
tion forms. A double test
of accuracy such as the
Census Committee for the
town of Madras propose
to employ by the appoint-
ment in direct furtherance
of the Census of indicators
as well as "enumerators"
is not contained in the
Board's scheme. The Govt
are however convinced
that the Board have
rightly estimated the
agency at their disposal
in the rural districts
and that in such it is
better to trust to the best
qualified village officers
under such supervision
as can be brought to bear
upon them than to

introduce an inharmonious
element for the sake of an
additional check. But
for the larger towns it will
probably be advisable to
follow as closely as possible
the system which may be
hereafter decided on for
the town of Madras. The
Proceedings of Govt relating
to this subject will therefore
be communicated to the
Board and to all collectors.
The Board propose that
the preliminary enumeration
for which a fortnight is
allowed should begin on
the 1st July 1870 and be
finished before the 15th of
the same month, and that
the final or one-day census
should be conducted on
the 10th January 1871. A

period

period of six months is thus
interposed between the two
enumerations. The longer
this period is the more
embarrassing will be the
task imposed upon the
enumerators at the final
census and the Govt con-
sider that an interval
of three months will be
quite long enough. During
the month of October how-
ever, the Revenue Inspectors
and village officers are busy
in recording and checking
the cultivation. The latter
fortnight in September
would therefore, in the
opinion of the Govt be the
best period to fix on for
the preliminary census.

The Govt of India

in their Proceedings alluded
to above have especially noted
the difficulties which may
arise from the unwillingness
of house holders to afford
the requisite particulars
regarding the female members
of their families. To such
they would allow a choice
between three modes of
satisfying the requirements
of the enumerator, and in
illustration of their plan
they have forwarded three
separate specimen forms
each filled up for an im-
aginary family according
to one of three different
methods. In the first
form the females are
particularized by name
and attributes with the
same

same exactitude, as are
the males. The second
resembles the first in every
respect except that a figure
is substituted for a name
in the case of each female.
In the third form the
females are not entered
individually either by
name or by means of a
figure but they are classi-
fied comprehensively
according to distinctions
of age, caste &c. The
necessity of calling in the
third form depends on
the percentage of householders
who, while averse to fur-
nishing the enumeration
with precise age of and the
other requisite information
regarding each individual
female inmate of their
houses

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houses, a figure being sub-
stituted for her name, are
nevertheless willing to declare
the total number of female
inmates, to state the number
falling respectively within
certain limits of age which
are distinguished from one
another by periods of ten
years and further to classify
them according to religion,
caste, nationality &c. In
this Presidency it is not
probable that the percentage
referred to would be large
and if a choice between
the three methods proposed
by the Govt of India be
allowed, it will necessitate
the appendage of a separate
tabular form to all the
enumeration sheets, thereby
increasing

increasing the size of the sheets, and seriously adding to the cost of printing. The Govt are of opinion that all sources of irritation will be avoided if column 10 of the enumeration-form sent by the Govt of India be headed "name, designation, or number", and the option of representing females by a figure be allowed to heads of households who object to mentioning their names or declaring their relationship. The Govt of India will therefore be addressed on the subject.

9 In other respects the form adopted by the Govt of India should be employed, and under

their

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then order the "B form" proposed by the Board for cattle &c is unnecessary. The classification of houses as "terraced" or "tiled" will answer the headings "of the better sort" and "of the inferior sort" proposed by the Govt of India.

10 In large Zemindaries it is obviously of the first importance that the cordial cooperation of the Zemindar himself should be secured and with this end the Govt propose to issue circulars to all Zemindars of position. The functions assigned by the Board to Govt. Tahsildars might be performed in Zemindaries by Sub Magistrates but it

is

is the intention of the Govt
to request the Zemindars
to render their Revenue esta-
blishment available for
purposes of the census.

11. The Govt do not
agree in the opinion ex-
pressed by the Board (vide
para 20 of their Proceedings)
that the census of the
houseless and wandering
population should be left
to the Police. The training
which the Police have received
hardly fits them for duty
of this nature, and they
are besides too sparsely
scattered over a wide ex-
tent of country to under-
take it effectually. No
better plan for conducting
the census of the vagrant
classes

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classes suggests itself to the
Govt. than that they should
be numbered with the
rest of the population by
the village officers, but at
the final enumeration
only.

12. Where a Military
Cantonment is included
within the bounds of a
Municipality, the Govt.
consider that the census
of the former should appear
in the returns of the latter.
The Military authorities
should however afford
every assistance in their
power. Orders on this
subject will be issued
in the Military Dept.

13. The remaining
propositions

propositions of the Board
appear to the Govt. to be
judicious. Tabulation
is only cursorily adverted
to, but this is a matter
which may well be left
for after consideration.
As soon as the Board
have decided on the form
which they propose to
adopt, it should be
submitted for the approval
of Govt.
14. The Govt. would
urge strongly upon all
collectors the necessity
of disabusing the popular
mind of all misapprehension
as to the objects of a census.
No opportunity should be
lost of bringing home to
all

all classes of natives the
fact that it is not designed
as a step towards increased
taxation.

15. Lastly the Govt.
would remind the District
officers that all minor
excellencies and defects
in a scheme which only
exists upon paper are of
little weight when compared
with the zeal and energy
brought to bear by those who
carry it into execution.
The Govt. believe that by far
the greater number of their
officers will take a personal
interest in the matter and if
this expectation be fulfilled
a more successful census
than has yet been carried
out in the Madras
Presidency

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Chas. H. Johnson

Lactuca

1870

[Faint handwritten signature]

1894

10-10-68

14. Fotto do Rev. mto 1/5 mels Desp

4-5-88 all collectors
8- Military Dept.
5-

Philip Deery

Handwritten signature

offered him to go to the river

Don't let me hear of it.

Indonesian Air Force

1894

11. The case was decided in favor of the defendant.

1943

... ..

Winnipeg, 1911

[Faint handwritten text at the bottom of the page]

Wm. Lloyd Garrison

... ..
