Revenue (1897) Department.

MISCELLANEOUS SERIES.

G.O., No. 4024

DATED 2nd aug.

[Despatch Abstract.]

Recording D.C. from Mr. Nicholson suggesting a census of persons on Govt. relief

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

Revenue (1897) Department.

The Hon: Mr Erskine C.R.
The Hon: Sir H. Bliss K.C.R.
H.E. the Governor

D.O. **CURRENT No.** 140

From

F. A. Nicholson Esqr.
C. Comorin

No.

Dated 8th July 1897
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SUBJECT.

Enclosing a D.O. on the Subject of a census of occupations of persons on famine relief.

For *Orders*.

The proposed census seems very desirable to ascertain ~~the~~ ~~[illegible]~~ what extent the allegations referred to are borne out by facts. To secure accuracy ~~[illegible]~~ it is necessary to obtain all the details required in the first 28 columns; the information ~~required~~ in the other columns is required apparently for the purpose of estimating to what extent Govt relief has been availed of by the people of the village & how far such ~~may also be~~ relief was necessary, and may also be called for.

2. It is submitted that the extent of a ryot's holding is no index to his resources in ordinary times, as in the Deccan

16 C 17/97

districts the soil is generally very poor. The assessment paid by him to Govt gives one a better idea of his status and income in ordinary times; ~~and~~ it is submitted that ~~the assessment on the rent & the day holdings~~ ~~[illegible]~~ ~~[illegible]~~ the assessment paid on the rent & day holdings should be given ~~[illegible]~~ in the place of, or in addition to, the extent of these holdings. A similar change may be made in the headings of columns 36 to 41

RS
16-7-97

Two questions arise.

1st Whether it is expedient to take this proposed census. & if so how it is to be done.

2nd Is the form proposed suitable.

As to the first question I offer no remarks ~~[illegible]~~ on the point of expediency except to say that if it rested with me I shd leave the matter alone - If it be settled to take the census I at point out that.

~~In the first place~~ It is necessary to limit the census to some defined area and for this purpose the Taluk of Adoni might be taken. Exclusion of the municipal Town. ~~[illegible]~~ It will also be necessary to define & organise the agency. Probably the Tehs with the relig Inspns and the Kurnams cd do it. The Tehs might visit each week with the Inspns & Kurnams of the surrounding villages and having got the names from the returns which shd be printed filled up in the villages. The returns might then be sent to Mr.

Just as aft [illegible] big famine a [illegible] district & a few representative [illegible] were taken

[illegible]

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

D/4 1,000—8-4-97.

REVENUE DEPARTMENT.

No.

From

Dated 189 .

FOR ORDERS.

Nicholson for review & Examn. They will be about 100 books of a size 1" x 12" x 18".

As to the 2nd question the form proposed seems to me, if somewhat cumbrous & detailed, likely to permit the point ~~[illegible]~~ sought to be ascertained, to be clearly brought out. But this village statistics columns 29-53 shd be on the back of the form only and shd only once be filled up.

[illegible]

There are 130 villages & I don't know how many kitchens in Adoni

[illegible]

Yes [illegible]

See separate paper

[illegible]

FOR ORDERS.

THE RESIDENCY TRAVANCORE & COCHIN

SECRETARIAT MADRAS 15 JUL 97 REV. DEPT.

8th July 1897.

My dear Stokes

I enclose a D.O. to you on the subject of a census of occupations and status of the persons now on famine relief in this Presidency, the idea being to secure unimpeachable statistics on which sound inferences can be based, and fallacies and exaggera-

THE RESIDENCY TRAVANCORE & COCHIN

SECRETARIAT MADRAS 15 JUL 97 REV. DEPT.

D.O.

C. Comorin.

8th July 1897.

My dear Stokes

The present famine has produced many articles, speeches, &c. in which "famine" — not mere loss of crops but starvation and ruin — is assumed to have struck the "ryots" as a whole; and much argument has been based on this assumption, to the effect that the real ~~cause~~ causes of the "famine" is not failure of season but the exhaustion of the "ryots" by revenue exactions, direct or through the money-lender. Or, to put the matter in another way, it has been assumed that the revenue system is exhausting and spoliatory, and it is consequently argued that the "famine" has ruined the "ryots" not because they have lost a crop but because they have no reserve capacity; it is argued that the loss of a single crop would not cause "famine" if the "ryots" had not been exploited.

2. I am not now writing to argue either the general question or certain of the fallacies; I regard certain allegations as fallacies even though I am myself one who regrets the loss — to a great extent — of the old habit of

storing surplus crops in pits &c. for many years as a reserve against famine, without any substitute in the way of village banks for the storage of the price of surplus crops in lieu of storing the grain itself. What I want now to ask is whether, if orders have not already been given, Govt will take advantage of the present scarcity in the Ceded districts to order a census of occupation and status of the persons now on relief, and thus to obtain accurate information for their own benefit, and such data as shall enable them to answer by undeniable facts any exaggerations that may be put forward. There is a famine in the country; who are the persons who have sought relief.

3. My own experience of famine, ~~and~~ my examination of such facts as were available in Coimbatore (see "Manual"), the moderate number now on relief in the Presidency, and certain facts gleaned from even the most pessimistic newspaper correspondents, lead me to believe that it is not the "ryots" proper, i.e. the ryots who live wholly by their land, that have ~~been struck~~ come on relief, or that would in any ordinary famine; it is the agricultural labourer, and the labourer-ryot that seek relief; I believe, moreover, that the female sex is likely to preponderate in this particular famine.

4. The ryot proper I have defined above; the agricultural labourer who owns no land is also a distinct class. It is in the intermediate class that the difficulty and confusion lie. In districts like Coimbatore and Anantapur there are hosts of men who, though labourers by status, yet own a trifle of more or less arid land on which they get a precarious crop often by borrowing bullocks after the regular ryots have cultivated: some of these have obtained their plots by darkhast or squatting, some are possessed of the fragments of divided estates. In addition to these there are, especially in the Ceded districts, thousands of families of the Panah, Chuckler (Madiga) &c. classes, who, though labourers by status, own areas of Inam lands, usually as enfranchised service Inams, originally attached to a family of which the present holders of the land are collaterals or descendants not actually performing service. It is this intermediate class which, on a rough enquiry, are apt to be entered as landholders or ryots, and such data would wrongly strengthen the assumption that the "ryots" are on relief and a district or Province in ruins whenever a famine comes, for it is this class which succumbs most early & readily to famine; they are not the regular agricultural labourer maintained all the year round by ryot masters but are casual labourers partly dependent on a little poor land — usually so poor, late and badly cultivated that it produces nothing even in a moderate drought — often without tilling cattle at all, partly on casual employment in the fields at cultivation and harvest.

The number of permanent farm labourers in the Presy is relatively very small & is growing smaller year by year.

seasons. In the Ceded districts there the land is arid, yet available in any quantity for the asking a squatting, the intermediate class of farmer — ryot is very numerous, and consequently there is greater apparent warrant for the assumption that it is the "ryots" who are famine stricken;

5. I think, too, that some stress ought to be laid on the fact that in any lot rather liberal relief works would attract certain classes. After the gram harvest in the red soils and the cotton pickings on the black soils there is little work throughout the dry hot months of March — May. I have long ago recorded in Anantapur reports the fact that at that time the villages may be found full of apparently idle people, with little to do but gather firewood, and other scanty jungle produce for sale; the ryots have little work for their regular labourers and the carts must go without. This fact should be kept in estimating the ~~effect~~ severity of famine.

6. I suggest then that Govt should now order a census, of occupations and status, of the people on relief settled on works or gratuitous; the present part of the work might be confined to taking the exact names, sex, age, caste, and village of each person; the further enquiries can be made in the villages at leisure, during the next few months after the rains dissolve the famine. The form of enquiry should

THE RESIDENCY TRAVANCORE & COCHIN

be very full and exact in order to avoid doubts and ambiguities: it may be something as sketched at the end of this letter. The form, after being filled up at the relief centre, as far as the first nine columns (to "village"), might subsequently be sent to Collectors for village entry of the remaining items, any one of which can be got with ease from the village accounts.

7. If this information be obtained, Govt will be able to say for certain whether the true ryot class have come on relief, or whether only the lower strata or small folk. To a certain extent the answer may be inferred from the number on relief, but the proposed census will give unimpeachable facts which will be of importance either way.

8. Of course I am aware how serious a blow even this famine must be to the ryots proper, even to the well-to-do, especially to those who, as on the black soil, may have no crop at all. What I propose to ascertain is whether it is true, as alleged, that the ryot class has been unable, by reason of exhaustion, to bear up against even a moderate famine, and that the classes really on the lower strata suffered such extremity as to be thrown on public relief.

9. I suppose that a very distinct classification is being made of those who

receive aid from the Famine Relief Fund.

10. As the monsoon has begun, it may be well, if cotton is taken at all, to take it at once.

Yours sincerely,

F. A. Nicholson.

G. Stokes Esq.
As Revenue Secretary
to Government.

Form of enquiry

Name	Father's name	Caste	Sex	Age	Married Unmarried Widow &c.	No. of family on relief	Taluk	Village.	Occupation of self, husband, father, a guardian.							Land held by self, husband, father or guardian.							
																Wet		Irrigated by wells (which gardens)		Dry		Total	
									Ryot proper	Labourer with a little land	Labourer having no land	Shopkeeper a trader.	Village servant	Beggar	No occupation	Govt	From	Govt	From	Govt	In.	G.	I.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24

Stock owned by self, husband, father or guardian.				Village statistics of population, land &c.																			
				Population.							No. of Puttahdars:						Total land in village in acres.				Total land in holdings in acres.			
Bullocks	Milch cattle	Sheep or goats	Ploughs	Males	Females	Total	Juveniles at — per cent	Proportion of Villagers in relief to total.	Proportion of adults in relief to total adults.	Proportion of juveniles in relief to total juveniles.	100 acres or upwards	50 to 100	25 to 50	10 to 25	Below 10.	Total.	Wet	Irrigated by Wells (Punjab gardens)	Dry	Total.	Wet	Irrigated by Wells (Punjab gardens)	Dry	Total
25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49

Total cultivated in Taluk in acres.				Remarks as to individual, class of village, &c. &c.
Wet	Irrigated by Wells (Punjab gardens)	Dry	Total.	
50	51	52	53	54.

D/4 1,000—8-4-97.

REVENUE DEPARTMENT.

No.

The Census of persons on Govt Relief Suggested by Mr Nicholson

Dated 189 .

FOR ORDERS.

The Hon: Mr Crole suggests a modified form of enquiry but is doubtful of the expediency or practicability of even this modified form. The Hon: Sir H. Bliss is for a census of some sort. His Excellency is against a census but has no objection to a rough demi official investigation of the classes of people on relief. The net result is that no detailed and elaborate ~~investigation~~ enquiry is to be ordered but only a rough investigation. Definite instructions are solicited on the following points

(1) What is the object to be aimed at and the information to be collected? ~~What is the~~ whether any form is to be prescribed

(2) whether the enquiry is to extend to all the affected districts or to be confined to particular districts

H M's Hire

From

I did not suggest the modified form of inquiry, tho' I showed how it might be conducted; and I expressed no doubt as to its practicability; but I did express a doubt as to its expediency, or rather as to whether it wd serve the purpose Mr. N. thinks it wd. The more I think of the matter, the more sure I am that it wd not. It wd throw an additional burden on overworked officers wh wd be useless in the way in wh Mr N. intends. In other ways it might give interesting information, but this is not a time for imposing new burdens on officials in order to get that.

JG
24/7/97

Bry Wall. Let the matter be dropped

HS
24/7/97

I agree that it would be better to let the matter drop.

A.SH
26.7.97

D.G. No. 64
Leesp
28/7/97

R.C. 28/7/97

Dry: a D.R. reply to Mr N.

27.7.97

districts or talukas.

(3) What is the agency to be employed? i.e. whether use enquiry is to be made through the district officers of each district or whether any other agency is to be employed for securing uniformity? As the investigation is to be a rough one only it need not be simultaneous in all districts.

(4) Who is to analyse & tabulate the information collected

RS
21-7-97

I do not agree with Mr. Nicholson that this inquiry will be abandoned. Though every effort in the affected districts was on famine relief works, it does not follow that the result is in any way traceable to the land asst. The same result might just as well follow if there was no land asst. (vide the Irish famine) on a failure of crops. The answer to the argument which Mr. R. is putting up that famine in increase of population, in an improved standard of living and in the other evidences of increased material prosperity of which there are many, not ~~—~~ on relief works.

Wyatt 21/7.

FOR ORDERS.

O

O

I gather from the Hon'ble Mr. Ibbetson's remarks that he is entirely in favour even of the modified sort of census of the famine relief, indicated in the latter part of his note. I think however that some enquiry could certainly & entertaining might be very useful. I admit the difficulty of drawing a line between the small yet absolute subsistence holding by labour other than that on his own land and the labourer who adds to his means by the cultivation of a small piece of land such as in England we should call an allotment. But I should think that the Agric. dept. should make a rule as to some sort of area when the line should be drawn. It should take for instance, say that the produce of land assessed at Rs 10 or whatever the minimum may be, will in an average season suffice to support a family of 5 or 6 souls, after payment of cultivation expenses (not including the labour of the family itself) and the Govt. assessment. After the difficult would remain in the fact that it by no means follows that the asst. of land in the hands of an individual ryot is ~~of~~ a necessary index of the asst. of land in the produce of which he is interested. Men often have pattahs in more villages than one, and frequently have shares in joint pattahs as well as in their own separate pattahs. But, if too many cases are not sought to be enquired into, the village Karnam can usually supply the info necessary & correct errors due to such causes. He

DO. 140

I do not think Mr. Nicholson contemplates taking a Census, as the Sec. understands, by sending out an organized agency, separate from the agency employed on Relief Works, to enumerate. This is unnecessary & as I know, having had some experience of Census work (I initiated the introduction of the present Census system into our Presidency in 1870-71, took the famine Census of Gudur in 1876 & superintended the Nellore Census in 1881) it would be a difficult & expensive operation. Judging in an Enumeration like this is hard to prevent. Unintentional mistakes are easily made, & can only be remedied by great labour. Tabulation requires a great number of clerks & is very laborious. It may be said that for this Census much tabulation will not be required, inasmuch as it may be limited to one Taluk (the Sec. thinks it should be limited to Adoni, & I don't think it would be necessary to Census more than 2 or 3 typical talukas) but in Adoni alone there are 130 villages & I don't know how many blocks and kitchens: several Works in

kitchens will send in lists Where
I abwabited to each village wh
is Distressed; & each distressed
villages wills send in a list, Where
I abwabited. If a Census of
this kind is decided on, the
first thing will be to send Mr
R's forms to Mr Stewart, the
Local Census Superintendent, Wbe
rectified. There are numerous
things wh it will lead to
great confusion. E.g. the
Heading of Col 3 and the
"Hindoo, Mohammedan, or Other
& if Hindoo, Caste", or some-
thing like that. Two additional
Columns are wanted under
"Occupation" for "Artizans" &
"Other occupations": the fact
that by "labourers" is meant an
agricultural labourer is not
indicated: the Instructions that
he gives when Card is returned here
under "Village Statistics," & that
he should at what age persons
cease to be Juveniles & become
adults, & Pattahdars and be
classified according to the
Revenue they pay, not the number
of Acres they hold.

It seems to me, however,
that Mr R. means a Census
which could be taken in the
following manner — the Forms
D of App III of the Famine
Code, allo the Labourers in a
Gang are classified as men,
nursing mothers, other women
& working children. The Head

must know, for instance, in
what part he thinks each ryot
is interested, & will generally
also be able to say whether a par-
ticular ryot holds land in adjacent
villages as well as in his own.
So to attempt to take a census,
or finish to Thursday. Mr Nicholson
intending as Mr Nicholson says
does, throughout a famine district,
would be to throw a heavy burden
on the office of that district. But
I do not think there would be any
great difficulty in making
such an enquiry with respect to the
persons in two, three or four works
taken at random in each district
and in the neighbouring villages from
which the workers came and in which
their relatives and other men might
be expected to reside. This is clearly
what I intended recommend being done:

& the two Cols for Village Statistics

think it should be worth this
trouble. The names so might
be recorded while the object
kept in view is simply in dividing
where the dividing line above
spoken of should be drawn.
Assuming that Bundoora
all the famine districts of
Bombay were visited, there
are confined to a single Taluk

Ks
19/7/97

Hon. Members have discussed fully the details of the engagement, in a modified degree, the ongoing employed by

by Mr. Nicholson. But I cannot find that they have yet fully considered to what extent or degree the proposed employ would produce the results for which it is intended. I understand that the Object is to relieve distress and Hardships, that Employment is returning Wages. What I fear is that such an employ as is proposed may not be sufficiently attractive, and might have the result of supporting rather than relieving the distressed in practice. The necessity arises in the poorest part of the Province (Deccan of the Deccan districts), and it is said that the relief population includes many who are not in great need of relief. A person such as is proposed would, therefore, give no test as to the general condition of the Province, and would be vitiated by the circumstance that the number of the Distressed persons in receipt of relief would be in excess of those actually distressed. We should possibly gain the money proposed for expenditure, and be assist (confidently) by our experience of a simple, semi-official investigation of the classes of persons on relief might be made.

But, I understand the Census suggested.

H.S.H. 20.7.97

After the [illegible] Famine a Census was taken with the view of eliminating the unprofitable heads that remained from the Census operations were restricted to the selected districts & 10 selected Talukas in each by [illegible]

Cooly calls and the names have
a day & marks of those who
are present. All that is wanted
that, as the day decided and the
Mamlatdar or some other officer
is nominated by the Collector and is
present at the Mamlatdar & records
the Father's name & the Village
name for each cooly present.
Similarly names, father's na-
sex & village are entered
in Form A of App III for
persons on Gratuitous Relief.
Lists of the same kind are
I have no doubt kept for
Weavers. The names might
be prepared by villages at the
Talaty Cutcherry, & the villages
least might after wards be
great White Villages where the
other particulars had be entered.

But, however I agree with
Mr R. as to the chances not
come on Relief, I do not think
his object would be gained
the proposed collection of
statistics. His object is to
show or strade that our Revenue
system does not so improve
by the prosperity, that is the ryots
who have wholly by agriculture,
so as to make them secure of
Relief in times of famine, &
the supply are unable to keep
(1) - debentures & Co. to the middle
of which, Mr I agree with Mr
S—. Money is taken in a bigger
to deduct 7½ + % of the patteldars
owns pattahs of less than Rs 10

all these small pattahdars — or nearly all of them — either work themselves as Coolies during the off season, or make some members of their family earn money in the way. If it were proved that none of the remaining 0·6% of the pattahdars come on relief, that would not shut the mouths of the people who say our Revenue system impoverishes the ryots. They would say, "it is your system that reduces 99·4% of the pattahdars to take out their living by working as coolies, & prevents the big pattahdars from helping them." Moreover the difficulty of determining wt of the people who get their income partly from land & partly from labour are ryots eking out their livelihood by cooly, or coolies eking out their livelihood by agriculture is insuperable. A recognized line of division could not be fixed, & the figures wd be manipulated as they pleased by parties taking opposite sides in the discussion.

JG
10/8/97

2/8/97

G. Omis no. 4024 d/2nd Aug. 97.

Recorded.

[illegible] 8/97.

Note. The DO. reply to Mr. Nicholson has gone; it is however proposed to record the paper so as to bring the correspondence on in the index.

When given for copying / When copied / When examined / When signed } 189							
Read again G.O., No. 189 dated							
Current No.							
Enclosures to C. No.							
Order of Government	A	A	A	A	A	A	A
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Statement with ditto.							
Papers not filed up, being meant for despatch in original.							

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