

Revenue (1897) Department.

MISCELLANEOUS SERIES.

G.O., No. 4024

DATED 2nd aug.

[Despatch Abstract.]

Recommending D.B. 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. G. C. R.
The Hon. Mr. H. B. R. K. C. R.
The Hon. Mr. G. C. R.

B. O. CURRENT No. 140

From

J. A. Nicholson Esq.
C. Comarion

No.

For Order.

The proposed census seems very desirable to ascertain ~~the~~ ^{what} extent the allegations referred to are borne out by facts. To secure accuracy ~~it~~ it is necessary to obtain all the details required in the first 28 columns; the information in the other columns is required apparently

Dated 8th July 1897

Received

Registered

Enclosures 1

Spare copies

SUBJECT.

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

for the purpose of estimating to what extent food relief has been availed of by the people of the village & how far such relief was necessary, and may also be called for.

2. It is submitted that the extent of any one's holding is no index to his resources in such many things, as in the Decree

16/7/97

district 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 should be given in the place of, or in addition to, the extent of these holdings.~~ ~~the assessment should be given in the place of, or in addition to, the extent of these holdings.~~

The assessment paid on the last day holdings should be given ~~in the place of, or in addition to,~~ the extent of these holdings. A similar change may be made in the heading of columns 36 to 41

ns
16-7-97
Two functions arise.
1st Whether it is prudent 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 ~~on the first point~~ on the point of expediency except to say that if it is not with me I shall leave the matter alone. If it be better to take the census I shall point out that. As to the second question, I am of opinion that the Census should be taken and for this purpose the Taluk of Adoni might be better. The inclusion of this Municipal Town. It will also be necessary to define & organize the agency. Probably the Taluk with the village headmen and the Kurams etc. etc. The Taluk might visit each week with the Kurams of the adjoining villages and having got the names from the returns which will be printed filled up in the villages. The returns might then be sent to the

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

D 1,000-8-4-97.

REVENUE DEPARTMENT.

No.

From

Dated

189

FOR ORDERS.

There are 130 villages & I don't know how many ~~the census~~ we do and

Richardson for review & exam. They will be about 100 books of. Like 8" x 12" x 18". As to the 2nd function the form proposed seems to me, if I am not mistaken & detailed, likely to point this point ~~the~~ length to be overland, the clearly brought out. But the village states that ^{columns 29-33.} that he on the basis of the form only and that only can be filled up.

See separate paper

17/8/97

FOR ORDERS.



8th July/97.

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-



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.

The number of permanent & semi-permanent labourers in the Presidency is relatively small & would be so in any 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 tifle of more or less arid land on which they get a precarious crop often by borrowing bullocks after the regular ryots have cut - voted: some of these have obtained their plots by dakhast or squatting, some are possessors of the fragments of divided estates. In addition to these there are, especially in the Ceded districts, thousands of Jamillis of the Parah, Chokler (Madga) &c. classes, who, though labourers by status, own areas ^{small} of land, usually as enfranchised, ^{originally} attached to a family of such the present holders of the land are collateral or descendants not actually performing service. It is this intermediate class such, on a rough enquiry, are apt to be entered as landholders or ryots, and such data could wrongly strengthen the ^{assumption} that the "ryots" are on relief and a district a Province in ruins when a famine comes. In it is this class such succumb 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.

seasons. In the Ceded districts there the land is arid, yet available in any quantity for the sowing or sowing, the intermediate class of labourer - ryot is very numerous, and consequently there is greater apparent want 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 hot weather liberal relief works would attract certain classes. After the gram harvest in the red soils and the cotton picking 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 cereals must go without. This fact should have its weight 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 whether 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



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, every 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 ^{really} famine, and that the classes who have 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 etc.	No. of family on relief	Taluk	Village.	Occupation of self, husband, father, or guardian.								Land held by self, husband, father or guardian.							
									Ryot proper	Labourer with a little land	Labourer having no land	Shopkeeper or trader.	Village servant	Beggar	No occupation	Wet		Irrigated by wells (Punjab gardens)		Dry		Total		
																Govt	Private	Govt	Private	Govt	Private	Ac.	P.	
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 Pottahdars.						Total land in village in acres.				Total land in holdings in acres.				
Bullheads	Milch cattle	Sheep or goats	Poultry	Males	Females	Total	Infants at present	Population of village in relief to total.	Population of adults in relief to total adults.	Population 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 Pottahdars in acres.				Remarks as to individual, class of village, &c. &c.
Wet	Irrigated by wells (Punjab gardens)	Dry	Total	
50	51	52	53	

H. M. L. H. L.

From

I did not suggest the modified form of inquiry, but 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 would serve the purpose Mr. H. thinks it would. The more I think of the matter, the more sure I am that it would not. It would be an additional burden on overworked officers who would be useless in the way in which Mr. H. intends. In other words, it might give interesting information, but this is not a time for imposing new burdens on officials in order to get that.

24/7/97

Let the matter be dropped

24/7/97

Agree that it would be better to let the matter drop.

2.44

26.7.97

D.B. N. 64

28/7/97

28/7/97

11/27.7.97

By: C. D. R. apply to

Mr. H.

11/27.7.97

No.

The Census of persons on Govt Relief suggested by Mr. Nicholson

Dated

189

FOR ORDERS.

The Hon. Mr. T. L. S. suggests a modified form of enquiry but is doubtful of the expediency or practicability of even this modified form. The Hon. Sir S. P. S. is in favour of a census of some sort. His Excellency is against a census but has no objection to a rough census official investigation of the classes of people on relief. The net result is that no detailed and elaborate investigation enquiry is to be entered 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? ^{whether any} What is the form to be prescribed?
- (2) Whether the enquiry is to extend to all affected districts or to be confined to particular districts.

districts or taluks.

FOR ORDERS.

- (3) What is the agency to be employed?
i.e. whether the enquiry is to be made
directly by the district officers of
each district or whether any special
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 & collate
the information collected

Rs 21-7-97 This inquiry will be abandoned.
Though every night in the affected
districts men are famine relief
works. It does not follow that
the result is in any way traceable
to the land act. The same result
might just as well follow if there
were no land act. (vide the Irish
famine) or a failure of crops. The
answer to this argument which Mr.
R. is putting is that found in
increase of population, in an improved
standard of living and in the other
evidence of increased material prosperity
of which there are many, not
on relief works.

May 27/97.

I gather from the Hon Mr.
Pon's remarks that he is
in favour of the modified
set of census of the persons on
relief, indicated in the latter
part of his note. I think, however,
that some meddling might
be very useful. I admit the diffi-
culty of drawing a line between the
smaller & the larger & the whole-
hearted labourer other than that on
his own land, and the labourer
who adds his means by the culti-
vation of a small piece of land such
as is implied in the latter
statement - that I should think
that the Agric. Dept. should make
up its mind as to the line to be drawn. It
should make provision, I say, that
the produce of land assessed at
Rs 10 or less in an average season
will be sufficient to support a family of 5 or
6 souls, after payment of cultivation
expenses (not including the labour
of the family itself) and the first
assessment. After this diffi-
culty would remain in the fact
that it is known & follows that
the amount of land in the hands of
an individual is not a good
measure of the necessity of the
amount of land in the hands of
which he is interested. Men often
have putthas in more villages
than one, and frequently have
shares in joint putthas as well
as in their own separate putthas.
But, if too many cases are not
brought to be registered into the
village Karam can usually sup-
ply the information necessary to correct
errors due to such causes. He

D.O. 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 in
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 Presi-
dency in 1870-71, took the
Famine Census of Madras in
1878 & superintended the
Orissa Census in 1881) it would
be a difficult & expensive
operation. Fudging in an Enu-
meration like this is hard
to prevent. Unintentional mis-
takes are easily made, & can
only be remedied by great labour.
Tabulation requires a great
number of clerks & is very
wearisome. 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.

Kitchens will send in lists to be tabulated to each village which is distressed; & each distressed village will send in a list, to be tabulated. If a Census of this kind is decided on, the first thing will be to send Mr. D's form to Mr. Stewart, the last Census Superintendent, to be rectified. There are numerous things in it which will lead to great confusion. E.g. the heading of Col 3 and the "Hindoo, Mohammedan, or other" & if "Hindoo, Caste", or something like that. Two additional columns are wanted under "Occupation" for "Artizans" & "Other occupations": the fact that "labourer" is meant an agricultural labourer should be indicated in the description and be given when land is indicated & in the Code for Village Statistics. Under "Village Statistics" it should be stated at what age persons cease to be juveniles & become adults, & Pottahdars should be classified according to the Revenue they pay, not the number of acres they hold.

As far as I am, however, that Mr. D. means a Census which could be taken in the following manner - In Form D of App III of the Famine Code, all the labourers in a Gang are classified as men, nursing women, other women & working children. The Head

must know, for instance, in what joint huts, each right is interested, & will generally also be able to say whether a particular right is in the hands of a village or in the hands of an individual. To attempt to state a census, or perhaps I should say to hold such an enquiry as Mr. Nicholls suggests, throughout a famine district would be to throw a heavy burden on the officers of that district. But I should not think there would be any great difficulty in making such an enquiry with reference to the relief in two or three villages taken at random in each district and in the neighbouring villages from which the workers come and in which their relatives and other main sources of subsistence relief. This is what I should recommend being done.

I think it would be worth the trouble. The names of might be recorded while the Agric. Dept is engaged in considering where the dividing line above spoken of should be drawn. An enquiry thus spread over all the famine districts & of somewhat value, than one confined to a single Taluk.

19/7/97
H. Nicholls has discussed fully the details of the enquiry. It is a modified scheme, the enquiry suggested by

by Mr. Nicholls. But I cannot find that they have yet fully considered to what extent or degree the proposed enquiry would produce the results for which it is intended. I had understood that the object is to report statements made by persons who had been and had been, that engaged in clearing the land. What I fear is that such an enquiry as is suggested may be misleading, and might have the result of supporting rather than refuting the statements in question. The necessity arises in the present form of the Famine Code (I speak of the Decennial Districts), and it is said that the relief population includes many who are not in need of relief. A census such as is proposed would, therefore, give no fair view of the general condition of the Presidency, and would be vitiated by the circumstance that the number of the distressed people in receipt of relief would be in excess of those actually distressed. We should probably give the money granted for relieving, and be hoist (unfairly) by our own petting. A single, semi-official investigation of the claims of people on relief might be made. But I do not like the census suggested.

After the 1st of January a Census was taken with the view of obtaining the number of people who had received from the Government, but the enumeration was restricted to the districts of 10 districts & 10 districts as by the 1st of January.

Each calls out the names, having a day & marks off those who are present. All hands are wanted, but, on the day decided and the Mayor or some other officer nominated by the Council and present at the meeting & records the father's name & the Village name for each cooly present. Similarly names, father's name & village are entered in Form A of App IV for persons on Gratuitous Relief Lists of the same kind are I have no doubt kept for weavers. The names might be grouped by villages at the Paddy cutting, & the villages lists might after wards be sent to the Villages where the other particulars should be entered.

But, however I agree with Mr. D. as to the classes that come in relief. I do not think his object would be gained by the proposed collection of statistics. His object is to draw on straws that our Revenue system does not so imperfectly "by its proper", that is the 10 to 1 who live wholly by agriculture, so as to make them resort to Relief in times of Famine, & to supply an answer to the question whether or no. He has the bulk of revenue, which I agree with the Government is taken as a typical whole 77% of the population own plots of less than 10

all these small puttahdars - or
 nearly all of them - either work
 them selves as Coolies during the
 off season, or make some number
 of their family earn money in
 this way. As I was found that
 none of the remaining 0.6%
 of the puttahdars come in
 relief, but would not share the
 in the of the people who pay
 our revenue system improvising
 things. They would say, "it is your
 system that induces 99.4% of
 the puttahdars to take out their
 money for making coolies, &
 prevents the big puttahdars
 from helping them." Moreover
 the difficulty of determining
 the of the people who get their
 income partly from land &
 partly from labour are you
 taking out their livelihood by
 cool, or coolies taking out
 their livelihood by agriculture
 is insuperable. A recognized
 line of division could not
 be fixed, & the figures wd be
 manifested as they pleased
 by parties taking opposite
 sides in the discussion.

2/1/97
 G.O. no. 4024 of 2nd Aug 97

Recorded

[Signature]

now. The DO. reply to Mr. Nicholson
 has gone; it is however proposed
 to send 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 G. No.

ORDER OF GOVERNMENT

A A A A A A A

LETTER OF GOVERNMENT

STATEMENT WITH DITO.

PAPERS NOT FILED UP, BEING MEANT FOR DESPATCH
 IN ORIGINAL

F.B. -
 A = Copy in full.
 B = Not to be copied.
 P = Copy abstract only.
 Q = Copy heading only