

Revenue

(1897)

Department.

IES.

PRESS SER

G.O., No. 57

Dated 1st Jan

3.

1897.

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[Extract.]

[Despatch]

Vital.

Passing on
question of

ties.

a paper relating to the
winning the registration
as Presidency.

Revenue (1897) Department.

CURRENT No. 17

From.

The Board of Revenue

(Rev. Sett., L. R. & Agri.).

Madras

No. 89 Press

Dated 2nd February 1897

Received 21st " "

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Enclosures —

Spare copies —

SUBJECT.

Vital Statistics

Communicating to Col
with instructions G. B. &
the question of improving
the registration of —

BOOK PAPERS.

No.	Department.	Date.
4768	21-9-96	
4718	8-3-95	
4609	Pub. 8/18-8-94	357
3899	8-30-9-96	
367	8-15-6-95	
Annual village accounts.		

RTHER PAPER.

O.	No.	Department.	Date.

ETT., L. RDS. AND AGRI.), 2ND FEB. 1897, No. 89.

OF THE BOARD OF REVENUE
(IN CHARGE OF THE DEPARTMENT OF REVENUE, LAND RECORDS AND AGRICULTURE)

BOARD.

, No. 476, Revenue, dated 21st September 1896:—

, No. 477, Public, dated 3rd July 1894 :

act from the Proceedings of the Government of India in the
ent (Sanitary),—under date Simla, the 18th June 1894, No. 2-
117 :—

ular letter No. 1—17-26, dated the 26th January 1881, to all Local Administrations, forwarding an extract from the report of the Indian Commission on the subject of the registration of vital statistics.

Resolutions Nos. 8—285-296, dated the 10th August 1882, and dated the 15th September 1882, explaining the views of the Government on the subject.

Commissioners in their report of 1880 laid much stress upon the want in the registration and reporting of births and deaths as a means of testing the condition of the people and the propagating the localities of the severest pressure from want and company and follow upon want. The Government of India famine and pestilence should be known to the District officers but in possession of any figures of vital statistics calculated to other, but that the punctual collection and early collation of utmost importance in enabling those responsible for the country to use them as tests of the general information which the other ways and as aids in forming a correct estimate of the and of the growing intensity of famine or disease.

Commissioners advised that the propriety of making the registration legally obligatory in villages as well as in towns should be determined in each Province, and that, if it were found practicable, it should be done. The Government of India, however, was of opinion of the Local Governments and Administrations that villages and outlying tracts were not yet ripe for a compulsory development of registration upon existing lines should be awaited.

of India have every year devoted considerable attention to the annual sanitary reports of the different Local Governments, but it seems to the Governor-General in Council that, as of 1891 have now been before the public for some time, the opportunity for reviewing generally the work done in registering the issue of the Resolutions quoted in the preamble, by a so obtained with the figures furnished by the census.

at the end of any period is equal to the population at the
plus the gain by births and immigration, minus the loss by
Thus the result of the number of births registered in 1881-90,
s registered in those years, together with the addition or
of immigration or emigration, should, when conjoined with
of 1881, agree with the figures of the Census of 1891. The
fect one, as an error giving an excessive number of births or

Order.—Ordered, that a copy of this Resolution be forwarded to Local Governments and Administrations for information and guidance, and that a copy be communicated to the Sanitary Commissioner with the Government of India for information.

(True Extract.)

(Signed) C. J. LYALL,
Secretary to the Government of India.

4 BOARD OF REVENUE (REV. SETT., L. RDS. AND AGRI.), 2ND FEB. 1897, No. 89.

maintained. In Bengal, where, as the figures are for municipalities only, greater accuracy should have been found than elsewhere, the ratios are not only behind those of the other large Provinces, but have during the last seven years shown, except 1892, been retrogressive. Assam shows a well-sustained improvement, but this is probably due largely to the increasing number of male and female immigrants of the reproductive ages who come into the Province every year. In Burma there has been some improvement; yet the figures are still the worst in the whole of India. The Governor-General in Council is well aware that the true birth-rate throughout India is not constant, and that in the Provinces of Madras and Bombay, as remarked by the Census Commissioners, a special stimulus was given to it some years ago owing to the depletion of large tracts by famine prior to 1881. In other Provinces where the increase of population in 1891 was found to be below the average for the whole Empire, it was not to be expected that the highest ratios would be maintained. It seems to His Excellency in Council, nevertheless, that where there are considerable variations and decreases, such as have been pointed out, it behoves the local authorities to endeavour to arrive at the real explanation of them.

10. The ratios of deaths show considerably more improvement generally than those of births. There have been no extensive famines or epidemics during the period under review, and the Government of India consider that the figures demonstrate a distinct advance is being made in the registration of mortality throughout the country. Still, in many Provinces, it is evidently far from approaching the truth. The Punjab has the highest figure of late years, viz., 49.48 in 1892, which is known to have been a particularly unhealthy year, but the ratio in the previous year was only 29.13; in the years 1881–1886 the death-rate in that Province was shown much below what it must have been. The Hyderabad Assigned Districts showed the highest figure of all (51.36) in 1883; but the ratio for the next year was returned at 24.64, and for the last five years in the table the ratios have been 24.75, 42.57, 35.50, 40.68 and 28.91, exhibiting variations for which the Government of India are unable to find a sufficient explanation. In the North-Western Provinces and Oudh and the Central Provinces the death ratios are fairly high; in the former Provinces they are tolerably well-sustained, whilst in the latter they are somewhat variable. In Bombay they have fluctuated, but have on the whole improved. In Madras they were lower in the early years of the period than elsewhere (except in Lower Burma), and have improved little since. In Bengal the figures are still low, but there are signs of improvement. In Assam the ratios have risen not very irregularly from 16.04 in 1881 to 34.21 in 1892; but as the Census Superintendent estimates the death-rate amongst the large number of newly-arrived immigrants at more than 40 per mille per annum, it seems that the increase is to some extent due to these people. In Lower Burma the ratios for deaths, like those for births, are the worst in all India; and they do not show much improvement.

11. On the whole, after making allowances for the different considerations set out in the preceding paragraphs, the Government of India consider that the figures in the statements appended to this Resolution show that there has been since 1881 a gradual, if slight, improvement in the registration of both births and deaths throughout the areas in which they are registered. The Governor-General in Council is, however, of opinion that a much greater improvement is to be expected, especially in the larger Provinces of Madras, Bombay and Bengal, and in Burma. The success which has been attained in some parts of India, compared with the failure in others, shows that the problem of accurate registration is not insoluble when sustained attention is devoted to it. His Excellency in Council accordingly, in view of the great importance of the subject, desires each Local Government to consider carefully its existing machinery for the collection and collation of these statistics, and to report what improvements are possible, and how it is proposed to give effect to them. The Government of India fully appreciate the difficulties which surround the subject, but they trust that Local Governments will recognise, in consideration of the improvements which have taken place, especially in some Provinces, that the time has come to endeavour to remove, as far as possible, the former untrustworthiness of these returns, which, when fairly accurate, will be of the greatest value to all concerned in the administration of the country.

STATEMENT I.

Provinces in British India.	Total population according to the Census of 1881.	Total population according to the Census of 1891.	Actual increase of population in 1891 since 1881 according to the Census.	Increase per mille in population in 1891 since 1881 according to the Census.	Total number of births registered during the years 1881–90.	Total number of deaths registered during the years 1881–90.	Actual increase obtained by deducting deaths registered from births registered during 1881–90.	Increase per mille on census population in 1891 since 1881 according to results of births and deaths registered during 1881–90.	Difference between columns 5 and 9.
1	2	3	4	5	6	7	8	9	10
Madras	30,827,113	35,630,440	4,803,327	155.82	8,243,165	5,811,385	2,431,780	78.88	76.94
Bombay (excluding Aden)	16,471,107	18,857,044	2,385,937	144.86	5,646,001	4,313,729	1,332,272	80.89	63.97
Bengal	66,750,520	71,346,987	4,596,467	68.86	436,289	14,467,686	14,031,396	210.21	279.06
North-Western Provinces and Oudh	44,107,869	46,905,085	2,797,216	63.42	17,423,357	14,462,639	2,960,718	67.12	3.7
Punjab	18,843,186	20,866,847	2,023,661	107.39	7,338,003	5,857,545	1,480,458	78.56	28.83
Central Provinces	9,838,791	10,784,294	945,503	96.1	3,534,873	2,859,900	734,973	74.70	21.40
Lower Burma	3,736,771	4,658,627	921,856	246.7	825,641	640,104	185,537	49.65	197.05
Assam	4,881,426	5,476,833	595,407	121.97	1,133,584	1,120,007	13,577	2.78	119.19
Hyderabad Assigned Districts	2,672,673	2,897,491	224,818	84.12	1,070,798	928,106	142,692	53.39	30.73
Total (excluding Bengal) *	131,378,936	146,076,661	14,697,725	111.87	45,275,422	35,993,415	9,282,007	70.65	41.22

* As births were not registered outside towns during the decade.

STATEMENT II (a).

Provincial Birth-rates, 1881 to 1892.
(Calculated upon the population of the areas under registration.)

Provinces in British India.	1881.	1882.	1883.	1884.	1885.	1886.	1887.	1888.	1889.	1890.	1891.	1892.
Madras	25.52	26.00	27.18	28.78	28.70	29.85	30.44	29.92	30.93	31.33	27.44	25.08
Bombay	27.94	29.86	30.50	32.50	34.79	35.34	38.18	38.57	36.49	38.96	32.43	29.64
Bengal †	25.52	22.49	22.08	23.52	24.71	21.04	19.36	20.63	22.77	21.54	36.27	34.57
North-Western Provinces and Oudh	40.34	37.55	40.84	43.78	41.25	37.62	38.74	38.26	36.94	39.70	41.49	39.54
Punjab ‡	37.25	36.97	39.35	43.37	39.19	39.82	39.23	37.65	40.64	39.43	21.47	23.16
Central Provinces	41.21	41.73	40.59	41.75	45.36	37.79	40.21	41.52	39.30	38.41	23.42	28.15
Lower Burma	19.98	22.07	22.92	22.66	25.51	22.57	21.74	23.91	21.16	23.20	33.26	36.17
Assam	19.20	26.35	23.91	26.61	27.96	27.55	28.60	31.62	31.20	30.56	35.37	38.46
Hyderabad Assigned Districts	39.89	42.00	40.27	41.34	42.88	37.35	40.51	41.36	39.60	42.53	34.02	38.16

† Births registered only in certain municipal towns.

‡ Excluding two districts (Aracan and Salween Hill tracts).

§ Excluding Sylhet and Cachar.

N.B.—The figures in italics in the columns for 1891 and 1892 are the ratios calculated, as are the ratios for the other years shown, on the population in 1881.

immigrants may be obscured by another error giving a corresponding deficiency of deaths or emigrants. Moreover, the area in which births and deaths are registered is less than the whole area for which the census is taken, and has changed somewhat from year to year, so that the figures are not exactly comparable. Again, it has not been found possible to determine accurately the number of immigrants and emigrants who have come into or left the different Provinces during the decade; in most Provinces this is ascertainable only as an inference from the census figures showing persons born out of the Province who were enumerated in it on the census night.

5. Nevertheless, it appears to the Governor-General in Council that a comparison of the results of the registration of births and deaths of each Province with the census figures and with the results in other Provinces can be made with sufficient accuracy to indicate generally where there has been progress or retrogression in registration. The appended Statement I compares the figures obtained by the Censuses of 1881 and 1891 with the numbers of births and deaths registered during the decade in each Province. Statements II (a) and (b) show Provincial birth and death ratios per mille deduced from the number of registrations for each year from 1881 to 1892, inclusive.

6. The Census reports show that the Provinces which have gained by immigration are Assam, Lower Burma, the Punjab, Bombay, the Central Provinces and Berar; and the Provinces which have lost by emigration are Bengal, Madras and the North-Western Provinces and Oudh. Assam is estimated to have gained nearly 400,000 persons during the decade, most of whom were adults and 42 per cent. of whom were women; probably about 80,000 of this number died in the country during the ten years in question. During the ten years 1881-90 some 132,000 persons (of whom only about 20 per cent. were women), it is estimated, emigrated from India to Lower Burma, and of these probably about 23,000 died during the decade. Besides these immigrants, there was a very large exodus from Upper Burma before the war in 1885-86, in which the women probably equalled the men. It is not possible from the census figures to estimate the gain on account of immigration from Upper Burma to Lower Burma, as the tables of the enumeration of 1891 do not show the figures separately for the two parts of the Province; it is likely, however, that of late years a large number of the immigrants from Upper Burma have returned to their previous homes. The Punjab Census Superintendent says that by a rough guess it may be taken that there was a total gain during the ten years to his Province of about 200,000 persons; he surmises that a considerable proportion of this number was due to the marriage of Punjabi husbands with wives from the North-Western Provinces and Oudh, but that on the whole the majority of the immigrants were males. The Census Superintendent for Bombay estimates that in 1891 there was a gain by that Presidency since 1881 on the balance of immigration and emigration of some 108,000 persons, of whom about 33 per cent. were women; this does not include the number of immigrants who died during the decennium. The Census report of the Central Provinces shows that, exclusive of the immigrants who died between 1881 and 1891, there was a net gain of over 30,000 persons by immigration; the Central Provinces lost some 164,000 persons, amongst whom women were to men as 7 to 5, to Berar; these Provinces, on the other hand, gained some 110,000 persons from the North-Western Provinces and Oudh, of whom only about one-third were women, and about 74,000 from the Central India States, amongst whom women were to men as 994 to 1,000. The Hyderabad Assigned Districts gained on immigrants from the Central Provinces and lost on emigrants to the Nizam's Dominions; the net result being a gain of about 15,000, not including those who had died, in which the females probably slightly exceeded the males. The net loss of population caused by emigration in Bengal during the decade is estimated by the Superintendent at 327,527, of whom he says a little more than one-third were females; the emigration was chiefly to Assam and Burma. In Madras it is reported that the Province lost on the balance of immigration and emigration some 250,000 persons by sea and 50,000 by land; the proportion of women is not given, but it appears that a very large part of the emigrants were adult males. The Census Superintendent of the North-Western Provinces and Oudh estimates that during the decade 232,985 persons, of whom only 80,745 were women, emigrated from those Provinces in excess of those who came into them; he adds that a very large proportion of the emigrants were adults.

The first effect to be noticed of immigration or emigration during a decade between two censuses upon birth and death ratios is that, as no addition or deduction is made on this account to or from the population upon which the ratios are calculated, immigration to a Province causes the ratios to be somewhat higher than they otherwise would be, whilst in Provinces where there is a balance of emigration the reverse is the case. Then the real effect of immigration or emigration upon births and deaths depends not only upon the number of immigrants or emigrants, but upon their ages and sexes. Thus, when the immigrants to a Province are mostly adults, they should die at a rate very much less than the normal rate for persons of all ages; but, for the reason given above, every death amongst them, if reported, will increase the death ratio of the Province until the next census is taken; after that, they would tend to bring the ratio below the normal. The converse is the case in a Province from which there is emigration. As regards births amongst immigrants, the numbers will depend chiefly on the women of the reproductive ages; every birth reported amongst them will, however, increase the ratio of the Province until the next census is taken; after that the ratio of the Province for births will be increased or decreased according to the proportion and ages of females amongst the immigrants. The effect of the emigration of a considerable number of adult males from a Province would seem to be to decrease the number of births in that Province slightly and for a short time only.

7. Broadly, after making such allowances as are possible on account of immigration and emigration, it appears from Statement I that in the North-Western Provinces and Oudh the registration of births and deaths is performed with an approach to accuracy, whilst in the Central Provinces, the Punjab and the Hyderabad Assigned Districts the work is fairly well done. Bombay, Madras and Assam come a long way after the Provinces named as regards the sufficiency of the returns. The figures for Burma show that there has been very great inaccuracy in that Province. As regards Bengal, the circumstances are peculiar: no village agency exists in that Province, and for this reason, until 1892, births were not registered outside towns.

8. In Statement II the ratios have been calculated not upon the total population of the Province, but upon the population returned in the different Sanitary reports as under registration. The ratios for the years 1881-90 are calculated upon the Census of 1881 of the areas under registration; the ratios for the years 1891 and 1892 are calculated on the Census of 1891 of those areas, with the ratios according to the previous census shown in italics below them. The Census of 1891 shows that there has been a general increase in the population of India since 1881, which is estimated by the Census Commissioner for India (page 73 of his report) at an annual rate of 9.30 per mille in British India. So that, even if the registration of births and deaths were uniform in accuracy throughout the period under review, this increase of population would cause an annual ascent in the ratios till the following census, as they were calculated on a population less than actually existed during the greater part of the decade. It has been suggested more than once that the ratios should be calculated each year upon the population as found at the last census, plus an assumed annual increase, as is done in England and some European countries; but the Government of India and the Secretary of State are of opinion that this cannot usefully be done until at least another census has been taken and data extending over a sufficient number of years are obtained.

9. The Census Commissioner for India estimates from the age returns (pages 61 and 282 of his report) that for the whole of India the average annual birth-rate reaches nearly 48 per mille and the death-rate about 41 per mille. The ratios in Statement II are throughout considerably below these figures. There the ratios for births are highest in the Hyderabad Assigned Districts and the Central Provinces. In the Central Provinces, however, they show some falling off towards the end of the period under review. In the North-Western Provinces and Oudh, where the figures were high at the beginning of the period, there has been retrogression rather than advance, the ratio of 43.78 in 1884 declining to 33.26 in 1891. In the Punjab there is a want of sustained improvement; no year since 1884 has reached the figure (42.98) attained in that year, and in 1891 the ratio fell to 34.02. In the Bombay Presidency there has been a fairly-sustained rise. In Madras the increase has been slight and not well

STATEMENT II (b).

Provincial Death-rates from 1881 to 1892.

(Calculated upon the population of the areas under registration.)

Provinces in British India.	1881.	1882.	1883.	1884.	1885.	1886.	1887.	1888.	1889.	1890.	1891.	1892.
Madras	16.24	16.29	19.01	23.10	21.89	19.75	21.67	21.43	23.57	22.80	22.19	22.28
Bombay	23.18	20.87	25.54	24.82	28.78	23.17	27.67	28.44	31.62	28.18	27.26	28.33
Bengal	20.97	20.42	18.83	20.84	22.74	22.00	23.46	22.95	24.26	24.48	26.95	31.93
North-Western Provinces and Oudh	31.80	33.67	27.53	35.26	31.98	33.27	35.86	30.09	31.11	37.27	31.14	34.11
Punjab	27.83	27.03	25.47	35.35	27.15	26.84	34.61	30.16	31.90	47.29	29.13	49.48
Central Provinces	27.43	29.98	34.56	27.30	34.22	33.24	32.70	28.70	43.80	32.52	32.98	34.14
Lower Burma	15.75	16.14	14.67	18.95	19.89	15.54	16.18	23.40	17.07	17.40	16.22	20.00
Assam	16.04	25.85	27.15	29.37	27.91	27.77	24.52	27.98	30.70	29.64	29.91	34.21
Hyderabad Assigned Districts.	29.15	29.36	51.36	24.64	34.05	36.71	45.33	24.75	42.57	35.50	33.17	57.95
											44.10	31.34

N.B.—The figures in italics in the columns for 1891 and 1892 are the ratios calculated, as are the ratios for the other years shown, on the population in 1881.

Order—No. 477, Public, dated 3rd July 1894.

Copies of the Resolution will be forwarded to the Board of Revenue, the Surgeon-General and the Sanitary Commissioner for early remarks.

(True Extract.)

(Signed) J. F. PRICE,
Chief Secretary.

Read—also the following G.O., No. 103, Public, dated 9th February 1895:—

Read—the following letter from Surgeon-Major-General C. SIBTHORPE, F.R.C.P.I., Surgeon-General with the Government of Madras, to the Chief Secretary to Government, dated Madras, 13th September 1894, No. 508:—

With reference to G.O., No. 477, dated 3rd July 1894, on the Resolution of the Government of India regarding vital statistics, No. 2-Sanitary—106-117, dated 18th June 1894, I submit the following remarks.

2. I note in the Sanitary Commissioner's report of 1873, page 86, that Dr. Cornish proposed that the registration should be made generally compulsory and pointed out that not much more than one-half the births and two-thirds of the deaths were then registered. The births were then 17.7 per mille and the deaths 16.9. In 1892 the general birth-rate registered has risen to 27.4 per mille generally, or 29.9 per mille in municipalities; the general death-rate was 22.3 per mille and 29.4 in municipalities. This shows a considerable improvement, but is still far behind the figures quoted in paragraph 9 of the Resolution under Reference, viz., average birth-rate for all India 48 per mille and death-rate about 41 per mille.

3. As these vital statistics appear to be so much more accurately recorded in the North-Western Provinces and Oudh, it would appear desirable to ascertain what the system is that works so well there; some of it may be due to the fact that there are more Deputy Sanitary Commissioners in those Provinces, who doubtless during their inspection tours give close attention to these important records.

4. I have consulted the marginally-noted Medical officers who have had considerable personal experience in the working of the system now existing in Madras, and they are unanimously of opinion that little or no importance is attached to this registration even in municipalities; that in villages the work is altogether in the hands of the karnams, who are unpaid, made to do this duty in addition to the hereditary duties of such appointments and who are scarcely supervised at all in this duty. They receive this information from the lowest castes and classes of village servants; that they are often Brahmins, who care little for the work and do not care much to communicate with the lower classes; that they are often not natives of the villages and know little about what is going on in them. Surgeon-Major Walker deals very fully with this subject in his report published at page 19 of G.O., No. 2274 L., dated 3rd October 1892, and shows how unreliable the statistics of the karnams are.

In the municipalities the registrars are, as a rule, too few and not calculated in proportion to the population or the area to be dealt with. Both classes of registers are supposed to be inspected by a good many officials from the Tahsildar to the Collector, from the Deputy Inspector of Vaccination to the Sanitary Commissioner, and also by the District Medical and Sanitary Officers. Such inspections, if properly carried out, would take a good deal of time and trouble and there are no rules laid down to guide the majority of these inspecting officers as to what they should examine or the points they should investigate, and that it is not generally the custom to sign the books examined or to make any reports on inaccuracies found or to deal with the registrars for neglect of duty.

Surgeon-Lieutenant-Colonel Leapingwell points out that there are great difficulties in dealing with this question in the zemindari tracts in Vizagapatam district. 5. I note that this subject was dealt with in G.O., No. 1166, dated 14th June 1883. At page 1 of the Proceedings of the Board of Revenue, No. 2914, dated 27th September 1883, in which it is alluded to, it was reported that the following rule had been circulated departmentally:—

“3. One of the most important duties of the District Medical and Sanitary Officers will be the supervision and tabulation of the vital statistics of the district. These returns coming promptly to the notice will form the keystone of their knowledge of the healthy condition of their districts, and will point out to them the localities in which special efforts are needed to combat the progress of epidemic or endemic disease. It will not suffice that the District Medical and Sanitary Officer should content himself with the perusal of such returns as tabulated in cutcherry establishments. It is necessary that he should himself direct and supervise the tabulation, calling for information on all doubtful points and especially watching the progress of epidemic diseases. The exact method of dealing with these returns will be settled after consultation with the Board of Revenue.”

It having been decided that the District Medical and Sanitary Officer was not to supervise this tabulation. I understand that the system now working is that one report goes monthly direct to the Collector and another to the Sanitary Commissioner through the District Medical and Sanitary Officer and that no one takes the trouble to see that they are correct. In paragraph 9 of Home Department, India, No. 8-285-296, of 10th August 1882, in the Government order under consideration it is pointed out that throughout Upper India all vital statistics go to and are reviewed by the Civil Surgeon, who corresponds with our District Medical and Sanitary Officer. In paragraph 7 of the same proceedings it is suggested that the officer who draws deductions from these returns should certainly have at his command all the necessary information as to village population, and the returns should go to him in sufficient detail to enable him to localize results in a useful way.

6. The following suggestions have been made by the Medical officers alluded to in paragraph 4, which I consider worth the consideration of Government:—

(a) That the headman of villages should be made the primary registrar, and that he should report to the karnam.

(b) That the karnam should be paid a small sum for this special duty—say, one or two rupees a month.

(c) That the number of union and municipal registrars should be calculated in proportion to the size of the population and the area to be dealt with.

(d) That all registrars should be supplied with printed forms in books in which the entries should be made.

(e) That inspecting officers should report the results of their inspections and that steps should be taken to punish negligence.

(f) That all officials concerned, and particularly the registrars, should be impressed with the importance of the duty.

(g) That the medical subordinates in outlying towns and villages should also be made inspecting officers of the registrars within five miles of their head-quarters.

(h) That after a fixed date all candidates for public service and all school-boys should be required to produce attested extracts from the birth registers.

(i) That no corpse should be buried or burned until the death had been registered and certificates or permits issued by the registrar from a counterfoil book.

(j) Special inducements might be given to all municipal servants for bringing to light cases of non-registered births or deaths.

(k) That the duties of the District Medical and Sanitary Officers as regards these statistics should be more clearly defined.

7. It would, in my opinion, be very desirable that the Sanitary Commissioner should draw up a form, noting the important points to be dealt with, in which the result of inspections of all these registrars' work should be reported upon for the information of the Collector or other official to whom the subordinate is responsible.

Read—the following letter from Surgeon-Lieut.-Colonel W. G. KING, M.B., C.M., D.P.H., Acting Sanitary Commissioner, Madras, to the Chief Secretary to Government, dated Fort St. George, 5th September 1894, No. 1669-S.:

With reference to G.O., No. 477, dated 3rd July 1894, I have the honour to submit herewith a memorandum containing the remarks therein called for.

ENCLOSURE.

MEMORANDUM on Government of India Resolution No. 2-Sanitary—106-117, communicated with Madras G.O., No. 477, dated 3rd July 1894.

I. The use of the "rate of increase" in calculating ratios of Vital Statistics.—Should the "estimated population" be utilized in calculating ratios of vital statistics in the case of this Presidency? I would unhesitatingly answer this query in the affirmative. In paragraph 8 of the Resolution under reference, it is noted that the Secretary of State for India and the Government of India consider that yet another census should be taken before the introduction of this method. If upon the figures representing the "estimated population" there be not placed a fictitious value, I cannot see the object of thus deferring the very obvious advantages to be secured by their use. It is believed that the census of 1881 was conducted with accuracy in this Presidency. There can be no doubt also that the census for 1891 was undertaken with very great care as to details as a result of experience gained in the preceding census. But in the decade 1871-1881 there had been the severe famine of 1876-77, and it is believed that the incidence of mortality was then such as to ensure in the decade 1881-1891 an abnormal proportion of adults at the child-bearing age. The rate of increase between the two decades was therefore presumably greater than in periods unaffected by such incidents. But against this is to be balanced the facts that no great famine or epidemic occurred between 1881 and 1891, and, as previously stated, that the census operation on both occasions were conducted carefully. To procrastinate till another census be taken would imply that the two census operations were conducted inefficiently, or that the disturbing factor as to the child-bearing population was so great as to render the results valueless, and that by waiting for another decade it would be possible to avoid both the disturbing factors of famine and epidemics. In reference to the last point, I may remind Government that already in the present decade a disturbing element has forced itself upon notice; following a period of food scarcity not amounting to famine, there occurred between 1891 and 1893, in accordance with the temporary decline of prosperity of the ryot and the poorer classes, a decrease of marriages and a consequent decrease of births in

the Presidency; similarly, in certain of the more severely affected district the death-rate of the very young and the old showed an increase, presumably due not to actual lack of food, but to the stinting of luxuries that often approach the character of necessities where the young and feeble are concerned. In short, I would suggest that there can be no object in deferring the use of the results showing the rate of increase between the last two decades, it being impossible to foresee the passing of any ten years in this country without very great chance of disturbance of conditions affecting the birth and death rate. To take, therefore, the results of a fairly normal decade and to apply them with the knowledge gained from other sources which appeals to the exercise of discretion, therefore, seems to me the correct method to follow. But in doing this, I would caution those who use statistics so calculated that by reason of emigration and immigration and conditions affecting the prosperity of the people, the utmost that can be said in their favour is that they are *estimates*, and whilst they undoubtedly give a more accurate idea of the truth than if the basis of calculation was the population ascertained at the last census, the possibility of their being erroneous within a certain limit must be admitted. But to enable the reader to gauge the possibilities himself, I would take two precautions: firstly, side by side with the calculation of ratios upon the estimated population, I would place ratios calculated upon the last census population; and where small areas, as contrasted with huge districts, are concerned—that is to say, in dealing with individual villages or towns—I would take the second precaution of stating, whether or not abnormal conditions were in operation at the time of the census, by the use of an appropriate foot-note. This method has now been employed since August 1893 by me in submitting to Government monthly vital statistics of this Presidency; also throughout my annual report on the sanitation of the Madras Presidency for 1893, these combined methods have been employed.

2. Passing to the question of actual utility, I think there is no room for difference of opinion on the subject. Whilst the reader of vital statistics that have been corrected with the above precaution is aware that at least he is obtaining an approach to the truth, when simply the census population is dealt with he must perceive that they are misleading, and this too with the knowledge that as years advance the grade of inaccuracy must become wider; whilst on the opposite, he must be aware that for at least the first three years or so the figures based on the "estimated population" must approach very closely to accuracy. The latter fact points to the necessity for Government not to be satisfied with a census every ten years. Whilst there can be no necessity for a complete census, taking into account the social condition of the population, very little expense and time would be necessary to make a simple enumeration in the whole Presidency, or, at least, of selected districts every third or fifth year. In urging the question of utility, I made the following remarks in my letter embodied in G.O., No. 349 L., dated 19th February 1894, in which I sought the permission of Government to adopt this method:—

"I show below the effects of calculating upon the recorded population of 1881 up to February 1891, and then exhibit the results of the correction possible during that period by the use of the estimated population. In the third column I show the actual figures as revealed by the census of 1891:—

Towns.	Actual deaths recorded in the twelve months ending with 29th February 1891.	Population according to the census of 1881.	Estimated population calculated on the rate of increase between the census of 1871 and 1881.	Population according to the census of 1891.	Death-rate per mille reckoned on the population of 1881.	Death-rate per mille reckoned on the estimated population.	Death-rate per mille reckoned on the census population of 1891.
Mannargudi	549	19,409	21,279	20,395	28.3	25.8	26.9
Ongole	208	9,200	11,450	10,860	22.6	18.2	19.2
Cochin	502	15,693	17,805	17,601	32.0	28.2	28.5
Calicut	3,056	57,085	67,943	66,078	53.5	45.0	46.2
Belur	406	23,599	25,700	25,653	17.2	15.8	15.8
Belur	2,629	84,449	93,187	90,609	31.1	28.2	29.0
Trichinopoly	17,204	405,848	431,268	452,518	42.4	39.9	38.0
Madras							

The examples given above at once afford instances of the utility of the method and of the extent to which it can be misleading; but I think no one can help feeling that to be told that, according to the estimated population, 1 in 22.2 died annually in Calicut and 1 in 25.1 annually in Madras, respectively, is much nearer the actual truth, as revealed by the census of 1891, than when, on using the census population of 1881, the rate of death is said to be 1 in 18.7 and 1 in 23.6 respectively."

3. Nor does the utility of employing the "estimated population" cease with an attempt at securing a valuable approach to accuracy of vital statistics. If, at the opening of each official year, it were announced to local bodies that it is *estimated* that such and such an amount of vaccination ought to be secured, much better results might be forthcoming and certainly a more accurate mode of gauging the progress of *infantile* vaccination would be obtained than by using the present absolutely futile mode of reckoning upon the *total* census population. As an example of this sphere of utility, I would quote the following letter in which I dealt with the subject of outturn possible by a municipality:—

"Taking into consideration the population of your town (Coimbatore) as shown by the last census and the rate of increase then ascertained, there should survive to pass through the vaccinators' hands at end of two periods of six months 2,099 infants before the end of the year 1894 of whom, allowing for "leaving the town" and similar causes of disappearance, at least 94 per cent. should be returned as actually vaccinated. Again, it would not be unreasonable, taking into consideration the state of vaccination up to date in your town, to suppose that at least 30 per cent. of children between 1 and 5 years of age still require vaccination, giving a total of 3,698 *primary* vaccination cases. Further, if re-vaccination be effected on the very moderate scale of 3 per cent. of persons living between 10 and 15 (4,959) and 2 per cent. of persons between 20 and 25 (4,433), this class of operations should amount to the modest total of 238. In all, there should therefore be performed at least 3,936 operations this year, or about 328 cases per month, against 120 performed by you."

4. II. *Suggestions for improvement of methods of Registration of Births and Deaths.*—In regard to improving the existing admittedly poor methods of collecting statistics, the matter is almost strictly financial. The population of this Presidency is so well educated, that it would not be difficult to flood the country with B.As. fully qualified as registrars; the only difficulty would be to find pay for them. As suggested in paragraph 11 of the Resolution under discussion, any improvement must take the form of reorganizing existing elements. In paragraph 3 of my report on the reorganization of the Vaccination Department, embodied in G.O., No. 1066 L., dated 9th May 1892, I pointed out that a well-arranged system of registration must form the foundation for any effort towards fully vaccinating the population of this Presidency. I came to the conclusion that karnams of villages who at present conduct the duty of registrars must be retained; as to supplant them by a completely new staff was financially out of the question, and even to offer them the inducement of an increase of pay could not be advised, as the annual cost would be very heavy. Under these circumstances, I proposed that (1) rewards to the total amount of Rs. 5,000 should be distributed annually to karnams, who for three years have proved the accuracy of their registers to the satisfaction of an inspecting officer. This could always be arranged at jamabandi; (2) that medical subordinates in charge of out-patient dispensaries in villages in the employ of local bodies, who are now stationed in 352 villages, should be ordered to revise karnams' statement of births and deaths so as to secure the use of the correct nomenclature of diseases—a matter of very great importance when attempting to gauge the sanitary state of the people, and which is at present out of the power of the Sanitary Department. I pointed out this would necessitate the use of two forms of village registers—one set applicable to villages where no medical subordinate is stationed, and another where this is the case; (3) that Government should notify that, after the lapse of a certain number of years from date of notification, "horoscopes" would not be accepted in courts of law as sufficient evidence of a person's age, the object being to encourage registration and the securing of an officially certified copy of the date of births as well as of deaths. For this purpose I suggested that (a) a small fee might be exacted for a copy of a birth registration entry signed by a karnam; (b) a slightly large sum for a copy by the Registration of Documents Department; (c) and a still larger fee for a copy countersigned by the Collector of the district. This would (a) bring home to all the value of registration—as in litigation of which natives are prodigiously fond—and would (b) start a system which would in time become lucrative to Government, especially if (c) the registration of marriages also were provided for.

5. None of the above measures can, however, be regarded as more than affording aid to an end; the radical improvement required is the complete reorganization of the Vaccination Department to an extent to secure the services of a well-educated, trustworthy, and contented class of subordinates, and it is in the entertainment of such a scheme it seems to me lies the cheapest solution of the difficulty. Registration and vaccination must go hand in hand; given a class of subordinates entitled to respect from the karnams instead of the indifferently educated and poorly paid class at present entertained, arm such men with a certain amount of authority over village heads and support that authority well at the outset, when if the staff be calculated so as to be able to dealing correctly with the areas under their charge, both birth and death registration could be reduced to a state of fair exactitude; but, to get full results for expenditure from this staff, it is essential that both vaccination and registration should be rendered compulsory in rural tracts. Government proposes to make vaccination compulsory in all major

unions, and there seems to me no substantial reason why this intention should not be extended throughout the Presidency except in the hill tracts. If side by side, with compulsory vaccination, compulsory registration were worked the existing difficulties would disappear. As to enforcing these measures, the extra work thrown upon the magistracy would certainly not be great, as it cannot be pleaded by any one that the reporting of a birth or death to the authority appointed for the purpose can be styled a hardship. Stationary Magistrates are now freely scattered throughout the Presidency, and if the work of these officials in connection with compulsory vaccination and registration were aided by Honorary Magistrates, the system ought to work correctly. District Sanitary officers might also usefully be invested with magisterial powers for this purpose. It seems to me incompatible with the existence of a civilized Code of Criminal Law enforced by an expensive magistracy and police that there should exist any hesitation in Government availing itself of compulsory registration of births and deaths—one of the most useful methods of checking crime.

6. Both vaccination and registration being compulsory in municipalities, it but requires firm pressure from Government to secure better results, and I think the direction of this pressure should be in insisting that Bench Magistrates should inflict more deterrent punishments than at present. Still better results, I think, would be secured by not considering the registration of births and deaths a matter for municipal administration; it should be regarded as part of the duty of the department which I shall describe in the last paragraph of this memorandum.

7. Whilst as regards villages of a small size, the karnam can, under pressure from the Revenue officer or under promise of reward, effect correct registration; in those having a population of over 5,000 persons, it is beyond the power of this functionary. There must in this case be appointed a special staff. The cost of this staff should be a charge upon local funds, which might be aided by Government to whom the proceeds of certificates for registration would form a small contribution. This staff, I think, should take the form of sanitary inspectors charged also with registration duties and subject to the orders in this respect to the department described in the last paragraph.

8. If these various proposals be woven together, it is not difficult to see the type of staff that is required, especially if we look to aid also from another existing class of officers, namely, District Medical and Sanitary officers. I have twice pressed upon Government the desirability of forming District Sanitary Boards to work in communication with the Sanitary Board of the Presidency. This idea has, however, been negatived. But I also proposed as an alternative the following measure—*vide* paragraph 4 of Proceedings of the Sanitary Board embodied in G.O., No. 231 L., dated 31st January 1891, Local and Municipal:—

"It is also thought that, to render the position of District Sanitary officers fully effective, they should be *ex-officio* Vice-Presidents of District Boards for medical, sanitary and vaccination services, there being a second Vice-President for finance and engineering. All sums allotted for sanitary purposes should be spent with the concurrence or supervision of District Sanitary officers in their function of Vice-President, subject to the usual discretion exercised by Presidents. As District Sanitary officers would thus be in a position to advise as to sanitary outlay more fully than at present, and in consideration of the fact that they are in frequent communication with the office of the Sanitary Commissioner, there would result by a natural evolution a Sanitary Department, having for its head the Sanitary Commissioner, that should prove of utility not only in connection with the suppression of cholera, but in dealing with all sanitary questions affecting populations."

Mr. Mullaly, Collector of Kurnool, arguing from the view of the District officer, has made identically the same proposal to Government, but has, with advantage, carried the prime idea (which I need not add he had excogitated for himself without a knowledge of my previous writing on the subject) by suggesting that District Sanitary officers should possess certain powers of control over village heads in respect to sanitation and registration (*vide* G.O., No. 753 L., dated 25th April 1894).

9. Having enlisted the aid of officers who would thus have admirable facilities of control, I would suggest welding the remodelled Vaccination and Registration Department into a homogeneous whole so as to form a *Public Health Department*. To understand how I would propose the necessary changes, it must be remembered that I have endeavoured throughout to utilize existing not to create new staff and that the various steps suggested have been as follows.

10. In *rural tracts* (villages below 5,000 inhabitants each), karnams or headmen of villages to be used as at present for registration purposes, subject to supervision by the Public Health Department.

11. For villages of over 5,000 inhabitants, the entertainment of a new class of men—rural sanitary inspectors—who, besides their public health functions, should collect vital statistics and effect vaccination under a compulsory Act in an area embracing, as far as feasible, not less than three such villages, the karnams being, for the latter purposes, their assistants: where medical subordinates are stationed, special forms to be employed; the salaries of these rural sanitary inspectors to be paid by a special rate upon houses in all places not classed as unions; where unions exist the ratio to be enhanced sufficiently to pay these men.

12. All municipalities to be directed to cease making use of sanitary inspectors as bill-collectors, and the services of these men to be exclusively devoted to sanitary work; a sufficient number of registrars to be appointed and their work to be supervised by urban sanitary inspectors who should also fulfil the functions of public vaccinator in the town to which they are attached.

13. The work of the Public Health Department, whose duties would thus include the supervision of sanitation, vaccination and registration, would be supervised by Superintendents of Vaccination (scheme No. 1 detailed in my report embodied in G.O., No. 1066 L., dated 9th May 1892) or by Deputy Sanitary Commissioners as originally proposed by Surgeon-General Cornish (G.O., No. 1537, dated 21st October 1879, Public), by District Sanitary officers (*ex-officio* Vice-Presidents of District Boards) and by the Sanitary Commissioner.

14. Of course, this is a very rough statement of requirements; no calculation of expenditure accompanies it and it may be shown to be financially impossible. Taking these facts into calculation, however, and granting that modifications be necessary, I believe the direction to which I point is correct, and that in the complete reorganization of the present poor Vaccination Department and allying it with public health and registration duties, lies the cheapest solution of the question. In paragraph 1 of my report just quoted, I have given reasons for exactly the opposite mode of thinking, that is, I have advocated the desirability of separating entirely the Sanitary and Vaccination Department; but when it is obvious that funds cannot be forthcoming for complete and separate staffs for each department as there advocated, the only course open is to suggest the compromise I have made.

(Signed) W. G. KING, Surgn.-Lt.-Col.,
Ag. Sanitary Commissioner, Madras.

No. 861.

Transferred to the Public Department.

FORT ST. GEORGE,
22nd September 1894.

(Signed) W. FRANCIS,
Acting Assistant Secretary.

To the Public Department.

Read—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), dated 30th November 1894, No. 506:—

Read—G.O., dated 3rd July 1894, No. 477, Public, forwarding, for early remarks, Proceedings of the Government of India regarding improvement in the preparation of birth and death returns.

Read—Reminder, dated 14th November 1894, from Government, Public Department, requesting to submit an early reply to communication regarding vital statistics.

Resolution—dated 30th November 1894, No. 506.

The question as to how more accurate vital statistics should be procured was considered by the Board in its Proceedings, dated 26th September 1881, No. 1937. Messrs. Wilson, Grose, Price, Furnell, Sashiah Sastri and Cornish were then in favour of compulsory registration in rural areas, and the Board itself was "not actually opposed to the passing of a legislative enactment to compel registration" provided it were "made generally applicable by slow degrees." On the best consideration it can give to the subject, the Board ventures to suggest whether (as regards the greater

part of this Presidency) the time has not arrived when it may be safely made obligatory that the occurrence of a birth or death should be reported, by the persons concerned, to the head of the village in which it occurs. Hill tracts and backward localities might be exempted by extending the Act only to such places as are from time to time notified by Government. There would be no necessity to work the law with rigour until it became well known, and if the power of sanctioning prosecutions were conferred on Tahsildars and officers superior to them, this restriction would be an efficient safeguard against an abuse of the law. The duty of reporting a birth or death is so easy, that if the obligation were known it would rarely be neglected. This appears to be the experience of many of the municipalities. The Board believes that by making the reporting of births and deaths compulsory, an approach to accuracy can be secured without any cost to the State or appreciable hardship to the people. One objection raised in 1881 was that "a law casting upon the families concerned the burden of making the returns would lead to a corresponding laxity on the part of village officials charged with the duty of collecting the required information;" but as village officials would still be charged with the duty of seeing that all births and deaths were reported, it is not obvious what excuse there would be for any relaxation of vigilance.

2. The suggestion that paid registrars should be appointed for rural towns (and, the Board would add, for all major unions) at the cost of local funds, is receiving the consideration of Government, as also is the proposals that special establishments should be appointed to secure correct statistics in certain selected areas (*vide* G.O., dated 2nd July 1894, Nos. 1210, 1211 L., Local and Municipal).

3. A suggestion of minor importance is whether the duty of registration may not, with advantage, be transferred from the village accountant to the village-head. This proposal was recently made by Mr. Sewell, when Collector of Bellary, on the grounds—

- (1) that there are more village heads than accountants;
- (2) that the village-heads have less work than the accountant; have the control over the menial servants who collect information of births and deaths; and are less liable to be called away from the village.

Mr. Sewell urged that the fact that many village-heads are illiterate was no objection, inasmuch as such men manage to get other scriptory work (*e.g.*, the maintenance of pound registers) performed.

The Board took the opinion of all Collectors on the proposal, and a majority were in favour of it. The circumstances of the districts are, however, so various that it would be unwise to lay down a hard-and-fast rule. Where (as in Malabar) the village establishment is numerically very weak, where there are as many accountants as village-heads, and where the village-head and accountant already share the labour of preparing the birth and death returns, no better arrangement is feasible. Until the village establishment is strengthened, stricter supervision is all that can be looked to for an improvement.

In other districts where the village-heads largely outnumber the accountants, the former can best collect the statistics, and (following the example of Chingleput and South Canara) should be entrusted with the duty. In some districts (educationally backward, like Ganjam, Vizagapatam and Kurnool) the Collectors may be right in thinking that many village-heads are incompetent to perform the task, or get it performed, and in such districts the accountants must continue to register.

4. As regards zemindaris and inam villages, much improvement may be hoped from the reorganization of village establishments, which is contemplated, and made practicable, by the passing of the Madras Proprietary Estates' Village Service Act, 1894; but until this reorganization is accomplished it is perhaps worthy of consideration whether the vital statistics for zemindaris and inam villages should not be compiled and published separately, as being notoriously far more defective than those of Government villages possessing an establishment under adequate control.

5. At pages 40—42 of his annual report for 1893, the Sanitary Commissioner describes fully the method in which the vital statistics are at present collected,

compiled and checked, and knowing the pains that are taken by the supervising officers in most districts, the Board is not sanguine that any steady advance will be made towards better results, without the recommended legislation. A table is appended showing for each district (columns 4 and 11) the decennial increase according to the last census, and the increase accounted for by the differences between the number of births and deaths.

It is noticeable that in Chingleput and South Canara, where the registration appears to be specially good, the duty is performed by the heads of villages, and not by the village accountants.

In Madras and the Nilgiris the great difference between columns 4 and 11 may be accounted for by immigration. In Tanjore on the contrary emigration accounts for the agreement. Why the difference in Gódvári should be so vast is not apparent, for though the Agency tracts are extensive the population therein is sparse. The table indicates that registration is especially defective in Gódvári, Vizagapatam, Ganjám, Nellore, South Arcot, Tinnevely and Malabar. From Nellore, South Arcot and Tinnevely better results might have been expected. In the three northern districts the zemindari and agency areas are immense, while in Malabar an exceptionally weak establishment has to cope with the fact that the population is not congregated in villages.

6. It has occurred to the Board whether it would be expedient to insist on each Collector reviewing the vital statistics of his district once a month, but it doubts whether such a review would be practicable or useful. When each village is dealt with separately, the monthly birth and death rates fluctuate so greatly that no figure can be pronounced normal, and to keep on calling for explanation of unexplainable variations would harass the revenue establishment beyond endurance, and to no purpose. The scrutiny at jamabandi, and occasional scrutinies when on tour, must be mainly relied on so far as the superior revenue officers are concerned, while the Revenue Inspectors and Tahsildars must be kept up to their duty of constantly checking the village returns by local inquiry.

(True Copy and Extract.)

(Signed) P. RAJARATNA MUDALIAR,
Secretary.

To the Chief Secretary to Government, Public Department.

APPENDIX.

DETAILED DISTRICTWISE STATEMENT COMPARING INCREASE OF POPULATION ACCORDING TO CENSUS AND THE ESTIMATED INCREASE FOR THE WHOLE POPULATION AT THE RATE ASCERTAINED FROM THE ANNUAL RETURNS OF VITAL STATISTICS FOR THE PORTION OF THE POPULATION FOR WHICH DEATH AND BIRTH RETURNS WERE RECEIVED.

Districts.	Population as per censuses of 1881.	Population as per censuses of 1891.	Increase by census.		Average population according to censuses of 1881 of villages from which vital statistics were reported.	Total births in the decade.	Total deaths in the decade.	Increase by birth and death returns.			Difference between columns 11 and 4 + or -.	Percentage of total population (in 1891) living in ryotwari villages.
			Difference between columns 2 and 3.	Percentage of column 4 on 2.				Difference between columns 7 and 8.	Percent- age of column 9 to column 6.	Increase on column 2 at the per- centage in column 10.		
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Ganjám	1,749,499	1,896,803	147,304	8.4	1,061,461	232,430	202,949	29,481	2.8	48,986	98,318	40.2
2. Vizagapatam	2,481,284	2,802,992	321,708	13.0	1,418,632	311,792	236,624	75,168	5.3	131,508	190,200	10.7
3. Gódvári	1,796,369	2,078,782	283,413	15.8	1,760,708	381,804	833,432	28,372	1.6	28,726	254,687	61.2
4. Kistna	1,548,480	1,855,582	307,102	19.8	1,526,802	565,145	326,924	178,221	11.7	181,172	125,830	75.2
5. Kurnool	678,551	817,811	139,260	20.5	731,879	268,768	173,813	94,955	13.0	88,212	51,048	97.4
6. Bellary	721,584	900,126	178,542	24.7	1,402,958	504,005	296,725	207,280	14.8	196,272	56,239	96.4
7. Anantapur	604,580	708,549	103,969	17.2	1,167,069	337,190	226,368	110,822	9.5	106,499	44,535	95.0
8. Cuddapah	1,121,038	1,272,672	151,634	13.5	1,180,509	301,228	174,911	126,317	10.7	130,565	112,935	58.3
9. Nellore	1,220,236	1,463,736	243,500	20.0	404,192	164,285	158,259	6,026	1.5	6,088	40,532	100.0
10. Madras	405,848	432,518	26,670	6.6	972,742	392,094	239,434	152,660	15.7	154,077	1,470	74.2
11. Chingleput	981,381	1,136,928	155,547	15.8	1,858,644	554,518	348,907	206,611	11.1	292,339	155,275	63.6
12. North Arcot	1,822,873	2,180,487	357,614	19.6	1,869,727	551,452	309,227	242,225	14.5	230,973	138,703	71.9
13. Salem	1,592,915	2,004,839	347,149	20.9	1,878,807	477,133	250,992	186,171	11.1	184,004	163,145	96.8
14. Coimbatore	1,657,690	2,162,651	347,128	13.0	1,212,108	374,333	272,541	101,792	8.4	102,063	55,621	79.7
15. Trichinopoly	1,815,723	2,228,114	379,095	19.1	1,803,772	613,450	376,892	133,108	7.4	134,364	212,764	95.9
16. South Arcot	2,131,019	2,608,404	439,724	4.6	2,099,062	613,450	617,794	95,656	4.6	98,027	932	78.3
17. Tanjore	2,168,680	2,816,095	439,724	20.3	1,301,416	438,154	238,535	149,516	11.5	249,398	190,326	43.4
18. Madras	1,699,747	1,916,095	216,348	12.7	1,688,589	438,154	387,374	105,780	6.2	105,384	110,964	70.9
19. Tinnevely	2,365,035	2,652,565	287,530	12.2	2,330,631	536,447	439,579	98,868	4.2	99,331	183,199	98.9
20. Malabar	959,514	1,056,031	96,517	10.1	948,346	317,705	212,709	104,996	11.1	106,506	9,939	100.0
21. South Canara	91,034	99,797	8,763	9.6	87,733	15,918	14,917	1,001	1.1	1,001	7,752	100.0
22. Nilgiris												
Total	30,827,113	35,630,440	4,803,327	15.6	28,305,677	8,262,932	6,819,406	2,433,526	8.6	2,651,132	-2,152,195	71.2

Order—No. 103, Public, dated 9th February 1895.

As the duty of collecting vital statistics rests with the Revenue authorities and as the Government has recently impressed upon them the necessity for relieving Medical officers as much as possible of duties connected with the scrutiny of such statistics, the papers read at the head of this order will be forwarded, together with a copy of G.O., No. 477, dated 3rd July 1894, to the Revenue Department, in view to a definite scheme being formulated and reported to the Government of India.

(True Extract.)

(Signed) J. F. PRICE,
Chief Secretary.

To the Revenue Department (with the currents in original and proof and copy of G.O., No. 477/94, Public).

Read—the following letter from C. H. A. HILL, Esq., Under Secretary to the Government of India, Home Department (Sanitary), to the Chief Secretary to the Government of Madras, dated Calcutta, 23rd March 1896, No. 92:—

With reference to paragraph 11 of the Home Department Resolution No. 2 Sany./106—117, dated the 18th June 1894, I am directed to request that, with the permission of His Excellency the Governor in Council, the Government of India may be informed what measures the Government of Madras propose to adopt, or has adopted, with a view to the improvement of the existing machinery for the collection and collation of vital statistics.

No. 798.

Transferred to the Revenue Department, in continuation of G.O., No. 103, Public, dated 9th February 1895.

(Signed) W. W. PHILLIPS,
Ag. Assistant Secretary.

10th April 1896.

Order—No. 476, Revenue, dated 21st September 1896.

Miscellaneous.

In its Resolution No. 2/106—117, Sanitary, dated the 18th June 1894, the Government of India reviewed the progress made in the different provinces in the registration of vital statistics since 1881. It compared the increase in the population of each province during the ten years 1881—1890, as indicated by the census of 1891, with the excess of births over deaths during the same period shown in the sanitary reports. The result for this Presidency is that, while the increase of population during the decade was 4,803,327 or 155.82 *per mille* according to the census, the excess of birth over deaths shown in the sanitary reports was only 2,431,780 or 77.88 *per mille*. The large difference between these figures cannot be ascribed to immigration, as Madras lost on the balance of immigration and emigration about 250,000 persons by sea and 50,000 by land. In the North-West Provinces and Oudh, on the other hand, the increase by the census, viz., 2,797,216, closely approaches the figure obtained by registration, viz., 2,960,718. It is evident that in accurate registration of vital statistics this presidency is much behind its sister province.

2. After comparing the average annual birth and death rates for the various provinces, calculated on the population of the tracts under registration, with the figures worked out by the Census Commissioner for India, the Government of India concluded that there was much room for improvement in this presidency. It accordingly desired this Government to consider carefully the existing machinery for the collection and collation of vital statistics and to report what improvements were possible and how it proposed to give effect to them.

3. The resolution of the Government of India was referred for the remarks of the Board of Revenue, the Surgeon-General with the Government of Madras and the Sanitary Commissioner. The Government proceeds to pass orders on their reports.

4. The present system of registration of vital statistics is as follows: In municipal towns the registration is conducted by special registrars and a monthly return is forwarded by the Municipal Chairman direct to the Sanitary Commissioner. In rural tracts, *i.e.*, all tracts not under municipal control, births and deaths are registered by village accountants, and in some cases by the heads of villages, and copies of the registers are forwarded monthly through the taluk cutcherry to the Collector's office. Here the figures are tabulated and returns are prepared for transmission to the Sanitary Commissioner through the District Medical Officer. From these returns a statement is compiled and published monthly by the Sanitary Commissioner in the *Fort St. George Gazette*.

5. One main cause of the imperfection of the Madras returns of vital statistics, as compared with those of other provinces, lies in the fact that village accountants in those parts of the presidency which consist of zemindaris are not under adequate control, and that no returns can be obtained from them. This explanation is borne out by the statement appended to this order. In the districts of Ganjām, Vizagapatam, Gódvāri, Nellore, North Arcot, Madura and Tinnevely, in which there are extensive zemindaris, the difference between the increase by census and the excess of births over deaths during the ten years 1881—90 is specially large. The variations in South Arcot, Coimbatore and Malabar must be ascribed to some other cause, which in the last-named district appears to be the weakness of the village establishments. The variations in the districts of Madras and Nilgiris are apparently due to immigration, while in Chingleput and Tanjore, in which a quarter of the district population does not live in ryotwari villages, the close agreement between the Census and Sanitary Commissioner's figures is accounted for by emigration.

6. The defect referred to in the preceding paragraph will be remedied on the introduction of the Proprietary Estates Village Service Act (II of 1894, Madras). A draft of the rules to be framed under section 32 of this Act has been published, and within a few months the rules will be finally sanctioned and have the force of law. But it will be some time before the village establishments in zemindaris can be improved under the new system. The Board of Revenue suggests that until this is done, the vital statistics for zemindari and inam villages, which are very defective, may be compiled and published separately from those of Government villages. This desirable change is approved. While showing the defective registration in the zemindari tracts of each district and thus emphasizing the need for improvement, the new method will, by the elimination of the zemindari statistics, draw attention to the defects in the registration of statistics in ryotwar villages.

7. Even in Government villages, the establishments of which are under efficient control, the Surgeon-General and the Sanitary Commissioner apprehend that registers of births and deaths are not carefully maintained. Both these officers and the Board of Revenue recommend that the head of each family should be compelled by legislation to report every domestic occurrence to the village registrar. The question of compulsory registration was, on the suggestion of the Famine Commission, discussed by the Board of Revenue in the papers printed in G.O., No. 1419, dated the 18th October 1881, Public, and was negatived. The Government of India acquiesced in the conclusion arrived at by the majority of the Local Governments that the time had not yet arrived for making registration generally obligatory by law. It impressed, however, upon them the importance of gradually preparing the extra municipal villages for a compulsory system (Resolution printed in G.O., No. 1166, dated 14th June 1883, Public). Compulsory registration is open to the objection that it may provide opportunities for extortion to subordinate officials; but it is the only means by which the accuracy of these important statistics can be ensured. During the fifteen years that have elapsed since the Board of Revenue recorded its opinion, there has been a great advance in general intelligence among the people owing to the extension of education and to the opening up of the country by roads and railways. His Excellency the Governor in Council has therefore, after careful consideration, arrived at the conclusion

that there is no valid objection to the passing of a law for the compulsory registration of births and deaths. It must, of course, be gradually and tentatively brought into force, being applied in the first instance in "major unions only", i.e., in villages or groups of villages which have been declared by a notification under section 6 (1) of Act V of 1884 to be unions for the purposes of the Act, and which contain a population exceeding 5,000 persons. Hill tracts and backward localities will, for the present, be excluded from the scope of the legislation. The penalty for failure to report births and deaths should be light, and, as suggested by the Board, prosecutions for breaches of the law should be instituted only under the orders of Tahsildars and Divisional officers.

8. The proposed Act should consist of provisions corresponding generally to those already in force in Municipal towns under Madras Act IV of 1884, and should be capable of extension to any specified local area. A draft Bill will be drawn up accordingly and forwarded in due course to the Board of Revenue for remarks.

9. In paragraph 3 of its Proceedings, the Board of Revenue discusses the question whether the duty of conducting the registration may be transferred from the village accountant to the village head in places where this transfer has not already been carried out. The arguments in favour of the transfer are that the latter officer has much less work than the former, and is less liable to be called away from the village; that he has greater control over the village menial servants; and that in many cases the charges of village accountants being made up of the charges of two or more village heads, there are more village heads than accountants. On the other hand, many heads of villages are illiterate and cannot maintain the registers without help from others. This difficulty will, however, gradually disappear under the operation of section 10 (1) (d) of the Hereditary Village Offices Act (III of 1895, Madras), which excludes illiterate persons from succession to village offices. The Government accepts the Board's recommendation that the selection of the class of officer should be left to the discretion of Collectors. It should be borne in mind that, eventually, the work should be transferred altogether to the head of the village.

10. The Sanitary Commissioner's suggestion that a special staff should be appointed in villages with a population of 5,000 and upwards cannot be approved, as adequate arrangements for registration can be made with the existing staff. For instance, in every village there is a village head and an accountant, and in several villages they are assisted by an additional monigar or an assistant accountant. The work can be distributed among them, the village being split up into as many wards as there are officers. Collectors should be directed to consider the circumstances of each large village and to apply for the services of additional officers (assistant accountants or monigars) where necessary. The appointment of additional officers for this purpose should, however, be cautiously made and only with the previous sanction of the Board of Revenue.

11. The Government is not at present prepared to consider the Sanitary Commissioner's proposal to appoint special Sanitary Inspectors for large villages for registering vital statistics and attending to vaccination and sanitation. It would involve strengthening the vaccination and sanitary staff at great expense.

12. As regards supervision, which is essential to secure accurate registration, Government must rely chiefly on Revenue officers. Under recent orders the inspections of District Medical officers are confined to municipalities and unions, their inspections in past years of outlying villages having produced little substantial benefit. The proposal to entrust the supervision to Sub-Registrars has been negatived on the ground that these officers are not itinerant officers and that it will interfere with the performance of their legitimate duties. For the same reasons the Government must reject the recommendation now made by the Surgeon-General and the Sanitary Commissioner that medical subordinates in charge of out-patient dispensaries may be directed to examine the registers of vital statistics within five miles of their headquarters. It is not desirable to take the medical subordinates away from their dispensaries and they cannot be trusted to summon village officers with a view to examining the registers. Nor does the further suggestion of the Sanitary Commissioner

that the Vaccination department should be completely re-organized so as to secure the services of men who can be given some authority over village officers meet with approval. The Government is of opinion that much may be done by Tahsildars, most of whom have been relieved of magisterial work, and still more by Revenue Inspectors, on whom the duty of detailed supervision should chiefly fall. The attention of Collectors should again be called to this subject and they should impress upon their Tahsildars and Revenue Inspectors that the examination of the registers of births and deaths is an important part of their duties. Divisional officers should be required to examine the registers at jamabandi in the presence, and with the help, of the assembled ryots. The attention of all Revenue officers should be drawn to the excellent test adopted by the Hon'ble Mr. Price, when Collector, and described in paragraph 5 of his letter printed at page 6 of G.O., No. 1419, dated the 18th October 1881. It consisted in deputing a trustworthy official to take a census of all children under one year in particular villages and comparing the result with the register of births.

13. The Government proceeds to pass orders on certain minor proposals made by the Surgeon-General and the Sanitary Commissioner—

(i) That a small sum, one or two rupees a month, be paid to the village registrar for conducting the registration of vital statistics. This proposal is inadmissible, as it would involve, at one rupee a head, an additional expenditure of Rs. 1,74,912 a year in Government villages alone.

(ii) That a sum of Rs. 5,000 should be disbursed annually as rewards among the registrars, who for three years prove the accuracy of their registers to the satisfaction of inspecting officers. This cannot be approved for the reason that if the system of granting rewards be introduced, work of other kinds may be badly done in the hope that rewards will be offered for doing it better.

(iii) That inspecting officers should be made to report the result of their inspections of the registers of births and deaths. Provision has already been made for this purpose in the diaries submitted by Tahsildars and Revenue Inspectors.

(iv) That the Sanitary Commissioner should draw up a form for reporting the results of inspections of the registrars' work. This is unnecessary—*vide* clause (iii) above.

(v) That to impress upon the people the importance attached by Government to the subject of registration of vital statistics, candidates for the public service and school boys should be required, after a certain date, to produce attested extracts from birth registers. The Government is not prepared to accept this proposal at present in rural tracts as it would lead to falsification of the registers. As regards candidates for the public service and school boys, who were born in municipal towns in which the compulsory system of registration has been in force for many years, the proposed rule may, in the opinion of Government, be introduced at once. The Board of Revenue is requested to submit the draft of a notification for approval and to report the date from which the rule may be given effect to.

(vi) That the number of Union and Municipal Registrars be calculated with reference to the population and area of the municipal towns and unions. This proposal will be considered in the Local and Municipal Department so far as municipalities are concerned. As regards unions, orders have been passed (*vide* paragraph 10 above).

(vii) That printed forms bound into books be supplied to all registrars. This proposal is approved.

(viii) That steps be taken to punish negligence. This duty must be left to Tahsildars and Revenue Inspectors.

(ix) That no corpse be allowed to be buried or burnt until the death is registered and certificates or permits are issued by the registrar. This proposal is quite inadmissible.

(x) That special inducements be offered to all municipal servants for reporting cases of unregistered births or deaths. This proposal will be considered in the Local and Municipal Department.

(xi) That the duties of the District Medical and Sanitary officers in regard to vital statistics be more clearly defined. The monthly returns prepared in the Collector's office are forwarded through the District Medical officer, who may call for the village returns which are filed in the same office. It does not appear that anything more is necessary; but it is for the Surgeon-General to advise Government as to what additional duties should be prescribed.

(xii) That a census every ten years is not sufficient and that arrangements should be made for a simple enumeration in the whole Presidency or in selected districts every third or fifth year. An enumeration of this sort will be altogether unreliable unless made as thoroughly as the decennial census. Apart from other reasons the cost alone would be prohibitive, and the proposal cannot be entertained.

(xiii) That the system of registration in vogue in the North-West Provinces and Oudh be ascertained. The Government considers that nothing can be gained by making such enquiries and that efforts must be made to improve the machinery that exists in this Presidency.

14. The Government concurs in the remarks of the Sanitary Commissioner (*vide* paragraphs 1 and 2 of his letter) that the censuses of 1831 and 1891 having been carefully conducted, and no great famine or epidemic having occurred in the intervening period, the rate of increase in the population during the decade may fairly be utilized and that it is impossible to reckon on the occurrence of any period of ten years that will be quite free from exceptional causes in this country.

15. The following letter will be despatched to the Government of India.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Board of Revenue (Land Revenue).
" Board of Revenue (Revenue Settlement, Land Records and Agriculture).
" Surgeon-General, through the Public Department.
" Sanitary Commissioner, through the Local and Municipal Department.
" Local and Municipal Department, with reference to paragraph 14, clauses (vi) and (x).

APPENDIX.

Districts.	Increase by census.	Excess of births over deaths.	Difference.	Percentage of total population which live in ryotwar villages.
1. Ganjam	147,304	29,481	— 117,823	40.2
2. Vizagapatam	321,708	75,168	— 246,540	10.7
3. Gódvári	283,413	28,372	— 255,041	61.2
4. Kistna	307,102	178,221	— 128,881	75.2
5. Kurnool	139,260	94,955	— 44,305	97.4
6. Bellary	178,542	207,280	— 75,231	97.7
7. Anantapur	103,969	110,322	— 40,712	96.4
8. Cuddapah	151,034	126,817	— 117,183	95.0
9. Nellore	243,500	6,026	— 40,644	58.3
10. Madras	46,670	155,547	— 2,887	100.0
11. Chingleput	155,547	152,660	— 152,003	74.2
12. North Arcot	357,614	205,611	— 127,451	63.6
13. Salem	369,676	242,225	— 160,978	71.9
14. Coimbatore	347,149	186,171	— 55,892	96.8
15. Trichinopoly	157,684	101,792	— 214,020	79.7
16. South Arcot	347,128	133,108	— 1,439	95.9
17. Tanjore	97,095	95,656	— 290,208	78.3
18. Madura	439,724	149,516	— 110,568	43.4
19. Tinnevely	216,348	105,780	— 188,662	70.9
20. Malabar	287,530	98,868	+ 8,429	98.9
21. South Canara	96,567	104,996	— 7,762	100.0
22. Nilgiris	8,763	1,001		100.0

RESOLUTION—dated 2nd February 1897, No. 89.

Communicated to all Collectors for information and guidance.

2. With reference to paragraph 6 of the G.O., the Collectors are requested to furnish the Sanitary Commissioner in their B returns such information as he may require in order to enable him to carry out the orders of Government.

3. The attention of Collectors is drawn to paragraph 9 of the G.O. and paragraph 3 of B.P., dated 30th November 1894, No. 506, and they are requested to see that the duty of registering births and deaths is transferred to the village heads wherever such a course is feasible. In the case of large villages, the work should be distributed in the manner indicated in paragraph 10 of the G.O.

4. The Board has already in its Proceedings, dated 18th March 1895, No. 71, issued orders with a view to ensure close attention on the part of the Divisional Officers, Tahsildars and Revenue Inspectors to the registration of vital statistics. The instructions contained in paragraph 12 of the G.O. read above regarding the examination of the registers of births and deaths by these officers should be carefully attended to.

5. With reference to paragraph 13 (v) of the G.O., the Board submits a draft notification regarding the proof of age to be furnished by candidates for the public service. The draft is merely provisional and may have to be modified partially or in toto in accordance with the decision of Government on the points to be presently noticed. In the first place, the Board is not aware of the exact meaning attached by Government to the expression "public service", i.e., whether it is meant to comprise all or only some of the services mentioned in the notification regarding re-vaccination published at page 1022 of the *Fort St. George Gazette*, dated 4th September 1894.

• G.O., No 609, Public, dated 18th August 1894. It would be better to enumerate the services to which the rule is intended to

apply. In the draft submitted by the Board, the rule is provisionally limited to candidates for Government service.

6. Secondly, neither the registers of births maintained in municipalities nor those compiled by village officers in rural areas make mention of the name of the child whose birth is registered, and probably could not be made to do so within a reasonable time after birth on account of the diversity of practice obtaining in various communities as to the time of naming a new-born child. Extraneous evidence has, therefore, to be admitted in order to establish the identity of the person producing the extract with the individual described in it; and the draft notification provides for the admission of such evidence.

7. Thirdly, as desired by Government, the notification distinguishes candidates born within municipal towns from those born in rural tracts. So long as this distinction exists, however, it is to be feared that candidates from whom certificates are required would, in many cases, be tempted to deny that they were born within a municipality, either because their real age happened to be over twenty-five, or because the production of a certificate was for some other reason inconvenient to them. As a partial check on this state of things, the notification provides that any such denial as aforesaid shall be supported by a suitable declaration signed by two respectable householders. The check, however, can be only partially effectual and is applicable only to candidates who were born in their own villages or under such circumstances that their birth would necessarily have attracted the attention of neighbours and would be remembered by them.

8. The defects in the proposed rules noticed in the last paragraph would disappear if the rules were made applicable to all candidates for the public service whether they were born within municipal limits or in rural areas. In this connection it would be as well perhaps to clear a misapprehension that possibly underlies the opinion expressed in paragraph 13 (v) of the G.O., viz., that the extension of the rule to rural tracts would lead to the falsification of registers. Falsification would, no doubt, have to be expected if the village officers were the custodians as well as the compilers of the registers. But this is not the case. The instructions on this subject in the manual of village accounts require the register of births in every village to be submitted to the taluk at the end of each fasli and to be filed in the taluk.

9. Such being the case any person who desires an extract from a birth register would have to apply for it at the Taluk office and there is no reason to suppose that Taluk establishments would fail to discharge faithfully their duties in this respect; but supposing that, in the present connection, they would be exposed to special opportunities of corruption, it has still to be remembered that the alteration of a date of birth could only be effected by interpolating a fresh line in a different part of the register and, as the register would by hypothesis be from 20 to 25 years old, the chance of the interpolation escaping detection would be very small. Such a chance would be still further diminished, in regard to registers subsequent to the passing of G.O., No. 3899, dated 30th September 1896, by the present rule which requires consecutive number to be prefixed to each entry of birth.

10. The only real objection at present to the framing of a rule of universal

* G.O., No. 367, dated 15th June 1895.

applicability in regard to certificates of birth is the fact that, under the present orders of Government, registers of births

in rural areas are preserved only for twenty years and are afterwards destroyed. But there would be no inconvenience in extending the period of retention to twenty-five years; and the space to be provided in the Taluk records for the registers of five additional years would be justified by the use made of such records by the public, the more so if the rule was extended as proposed in paragraph 11 below to school boys. No extracts from the register of births need be required in the case of candidates for the public service who are by their own admission over twenty-five years of age and who were born in rural tracts. Such cases are exceptional and the candidates would probably be able to produce other evidence of a satisfactory character in proof of their age.

11. School boys are not referred to in the draft notification submitted by the Board. The application of the rule to them brings into operation a different set of conditions and the Board considers that the Director of Public Instruction is the proper authority for working out those conditions and for framing a suitable notification. A rule requiring the production of an extract from the register of birth in the case of every boy and girl, on his or her first admission to a recognized school, will, the Board believes, be productive of the best results for developing and improving the registration of vital statistics. In the first place, considering that the time at which such an extract would be required would ordinarily be only from seven to ten years removed from the date of the child's birth, it is evident that the extract could, in all ordinary cases, be easily procured and attested, whether the child was born in a municipality or in a rural area. Secondly, there would be no inducement to falsify such an extract, and even if there were, the fabrication could be brought home more easily than in the case of adults. Thirdly, it would not be necessary to renew the record during the subsequent career of a child in school or college, since he could be made to carry it with him as a part of his leaving certificate to every fresh institution to which he might be transferred. Fourthly, under suitable precautions, this record could be admitted as evidence of age for Government examinations as well as those held by the University, for which no proof of age is now required, and also for entrance into the public service. Lastly, as regards boys already in school, there is no reason why they should not be required to produce extracts from their birth register, accompanied by certificates of identity, to entitle them to admission to public examinations or to Professional or Arts Colleges.

(True Copy and Extract.)

R. V. Srinivasan
Secretary.

To all Collectors.
" the Secretary to Government, Revenue Department.
" the Sanitary Commissioner.
Copy to the Board of Revenue (Land Revenue).
" " Director of Public Instruction.

ANNEXURE.

DRAFT NOTIFICATION.

Notice is hereby given that every person entertained on or after the 1st April 1897 in any branch of the Government service and in any appointment, whether permanent or temporary, and whether substantive or officiating, shall, at the time of such entertainment, produce in addition to the certificate of vaccination, referred to in the Notification published at page 1022 of the Fort St George Gazette, dated 4th September 1894, one of the following certificates, i.e. (a) or (b) in regard to his age:—

- (a) If he was born within the limits of a municipality in the Madras Presidency—
an extract relating to his birth from a register of births maintained by such municipality, together with a declaration signed by two respectable house-holders and certifying from their own knowledge as to his identity with the individual described in the extract.
- (b) If he was not born within the limits of a municipality situated in the Madras Presidency—
a declaration signed by two respectable house-holders and certifying from their own knowledge as to the place where he was born.

Ed. P. Soetharam.

1897.

Board of Revenue

(Revenue Settlement, Land Records
and Agriculture),

MADRAS.



Printed February 1897.

Proceedings, 2nd Feb. 1897, No. 89.

Vital statistics.—Communicating to Collectors,
with instructions, G.O. on the question of improv-
ing the registration of —.

The Hon. Mr. Grose C.S.E.
The Hon. Mr. Bliss C.S.E.
H.E. the Governor.

I don't see how it is possible
to infer from the production
of attested extracts of birth
registers from candidates for
the public service born in
municipalities. Some of these
registers are well
kept now. They were not well
kept from 18 to 25 years ago
when most of the candidates
were born. The absence of a
register in the registers will make
it necessary to require
evidence of identity. Such
evidence will be easy to
manufacture & difficult to
test, and as the cases will be
so numerous (most being
appointments to unimportant
posts at the bottom of the
ladder) they will not be
checked perfunctorily. Moreover
no one of the candidates
will be able to refuse the
production of extracts if
they like to do so, on the
plea that they were born in
municipalities.

I think the Govt. makes
out its case that villages

For orders.

In its Prop. read
above, the Board of Revenue
instructions to Collectors for
giving effect to the decisions
arrived at in G.O. 476 dated
21-9-96 in regard to the
improvement in the system
of registering vital statistics.
2. Among other mea-
sures for securing accuracy
in the registration, the Secy.
Genl. and the Secy.
Lary Commr. proposed that,
after a certain date, Candi-
dates for the public service
and School boys should be
required to produce attested
extracts from birth registers
in proof of their age. The Govt.
declined to accept the proposal
at present in respect of ri-
val tracts, as it would lead
to falsification of the regis-
ters, but was of opinion
that as regards persons who
were born in Municipalities,

The

once, and accordingly requested the Board to submit a draft notification for approval (vide para 13(1) of the G.O. quoted above).

3. The Board now submits the draft notification with the remark that the draft is merely provisional and may have to be modified in accordance with the decision that may be arrived at by Govt. on the following points:

(1) What the expression "Public Service" referred to in para 2 Supra (of this note) comprises. Whether all or only some of the services enumerated in para 2 of G.O. 609 Pub. of 18-8-94 and ^{transcribed} ~~repeated~~ on the margin for facility of reference. The notification as it now stands is limited to Govt Service alone. The primary object of the rule being to secure accuracy in the registration of births in Municipal towns, that

Object

municipal registers, but we cannot extend the proposed rule to rural tracts because registration has never been compulsory there. A few years ago, it was quite a common occurrence in villages for less than half the births to be registered. When it is extended we shall have to order the registers to be kept for ²⁵ years.

- (1) All candidates for employment in the service of Govt in whatever branch, whether Superior or inferior permanent or temporary, except Sweepers and similar menial servants & military Pensioners.
- (2) Candidates for the Provincial C.S. Examinations.
- (3) Candidates for employment on State Railways.
- (4) Candidates for employment in the Service of Court of wards.
- (5) Candidates for employment by Dist. & Taluk Boards & Municipalities.
- (6) All persons applying for admission into Govt Arts Colleges, Govt Professional Colleges & Govt Training Institutions.
- (7) All claimants to hereditary village offices.
- (8) Candidates for Village Officers' Special Test.
- (9) Applicants for appointments paid from V.S. & Pound or Drainage Cess funds.
- (10) Candidates for the Competitive Examination for Salt & alkali Depts.

of 20 years. I should like to know what D.P.S. thinks of adopting the same in the case of school boys. A scheme could be adopted in their case much sooner than it would in the case of candidates for public service. Even then, I think we must give long notice before hand - say for 6 years, the average age at which children begin education being

I do not know exactly why we cannot require the names to be entered in the registers. The reason given is that the naming ceremony does not come till some time has elapsed after the birth. This is the case in England but here the names of the child is entered at once. So far as I know, the case is the same here. This question might be referred to the Board.

What has become of the rule making registration compulsory when we ordered the registers to be kept for 25 years?

JG
3-4-97

We had better begin with requiring birth certificates in the case of school boys & give long notice, say 10 years.

BN
5/4/97

including in the case of the rule to a particular kind of service alone. If it is decided that the notification should apply to all the services enumerated in the last cited Govt order, a footnote may be added to the notification specifying the services to which it would apply, or the notification itself may be so modified. But before this can be done, the opinion of the P.W.D., Local & Municipal and Educational Depts will have to be obtained in respect of the classes of candidates numbered 3, 5, and 6 on the margin of para 3 of this note.

(2) Whether provision should not be made for the identification of the person producing the extract with the individual described in it. As no mention is made of the child's name in the Register ^{of births} and probably could

all the value of

one must be careful to contain no information as to name, and the identification would therefore be impossible. The draft notification, therefore, provides for the admission of evidence on this point by requiring a declaration as to identity signed by two respectable householders. This provision is a little impracticable, as it is doubtful whether even the respectable householders will remember the place of birth of an individual after the lapse of 20 or 25 years sufficiently to identify the person. Perhaps the name of the parent entered in the extract (under Village Account No. 19) may help them in identifying a person as belonging to a certain family; but among members of the same family identification may be impossible. — For instance, one

Mr. Registrar, both Municipal and Rural, seem to be untrustworthy. At present, therefore, it seems impossible to adopt the proposal, ^{it is} unworkable. It is necessary to state that. Rules should be laid down for the maintenance of proper registers, with names, father's name &c. One or two years must be allowed to pass, in order that these rules should get into proper working order. Even the copying of these one or two years, everyone might be required to produce a birth certificate, as a condition for entry into the public service or school. It should at once be notified that

any child born after that time will be required to produce a birth certificate accordingly.

Municipal Registers are more trustworthy than Rural Registers. But, if we demanded the certificate in cases of boys born in Municipal areas, it will be easy for such boys to evade the necessity of producing the certificate by saying that they were born in rural districts. A declaration from friends, as to the place of birth, as suggested by the B^d, would partially, but only

partially meet this difficulty. There would be a temptation to give false answers. It would therefore be necessary to require that the information should be given in the form of a declaration.

The information which is in the form of a declaration.

26.4.97
[21/9/97]

not be able to say whether it relates to him or to his brothers. Again, take for instance, that A. belonging to village in C. who is employed in Madras has a sister living with him temporarily who gives birth to B. Say, twenty years after B, who has previously left Madras by that time, applies for an appointment in the Public Office. How are the neighbours of A to remember the birth place of B? The neighbours of B's father or B's mother may not also remember the place of B's birth. Such cases are quite common now-a-days when persons seek employment in and live in places away from their native village. In para 16 of the note for orders under G.O. 4760 of 21-9-96 (Flagged A, 1) the same

on entering the name
 and for
 variation signed by two res-
 etable householders, who
 ned certify from their
 on knowledge as to the place
 where the Candidate was
 ore. The effect of this
 vision would be to ex-
 id the verification in fact
 all Candidates. Whether
 within or without
 Municipality, the Board
 required to produce
 to from birth registers
 do latter or declarations
 of fact that they are
 form ^{in rural tracts.} ~~in rural tracts.~~
 3899 It is however, re-
 force for consideration
 present declaration of the
 has been by the Board
 should be used. It
 col. but if reproduced
 to the Chief Com. that diffi-
 date of registration whether
 not.

The

and applicable in birth
 were born in their own villages or under
 such circumstances that their birth would
 necessarily have attracted the attention
 of neighbours and would be remembered
 by them.

Differently may also
 best course should be to
 require extracts from the
 Candidates from rural tracts
 also. The question is whether
 this might be done at
 present. This point was
 considered before and it was
 held that it would intro-
 duce a new danger of
 "fudging" and that within
 finding that direct
 should unless imperious
 be introduced for need
 come of live notes in
 476. 21-9-96. for
 A2) The Board was
 out that falsifica-
 registers would not
 have to be ^{expected} expected
 Officers were there
 as well as clerks
 registers, but in
 not the case. The
 Manual Regis-
 registers sh

...one and as the name is for
...one of the names in the account...

1) The chances for finding
at the taluk office are very
few, and have been mini-
mised by G.O. 3899 & 30-9-96
which requires that the en-
tries of birth should be
numbered consecutively, ^{and}

2) The alteration of a date
of birth could only be effected
by interpolating a fresh
entry in a different part of
the register, and, as the register
is by hypothesis, he from
to 25 years old, the chance
of getting detection would
be very small.

3) The only ^{real} objection, in
forcing the proposed note
prescribed ministerial in its
has been is that the
should be rural areas
only. G.O. 367 & 15-6-95
to the Chief for twenty years
date of registration of age
the Service

6

is fixed at 25 years. Also
as at present Constitution
Considers that in view
the use ^{which will be} made of such
cards by the public, there
would be no inconvenience
in extending this period of
retention of birth and death
registers to twenty-five
years; the more so if the
rule was extended to Sub-
divisions. Two years ago when
for judicial purposes, the
permanent retention of these
registers was advocated by
the High Court, the Board was
altogether opposed to it on the
ground that the effect of such
retention would be to burden
record rooms with a mass
of birth and death registers
most of which would never be
required, that much of the time
of taluk officials would be
wasted in complying with
inquiries from Courts, and
that after all the value of
the records would be lost.
After setting out in para 11
of its Props, the General Ad.
- advantages

entering the (Account)

1) The last entries would be to the effect of what little difference, as the Govt was, however, misled etc to see how the admission of these registers in the future would give rise to new entries or to falsification of entries already made. On the other hand, I was of opinion that to retain them permanently would give them an artificial value, but having regard to the inefficiency of the Agency, compelling them, fixed the period of retention at 20 years which was afterwards, at the instance of the High Court, extended to 25 years (vide G.O. 45 D. 28-1-39 & 367 D. 15-6-39). If a provision suggested in para 5 ^{infra} were added to the rule, it is submitted to extend to rural tracts also. Admittedly, registration of births and deaths even in municipalities has been defective, until recently at all events. Owing to this cause, a candidate

2. "Provided, however, that, in cases in which the appointing officer is convinced that proof of age cannot be established in the manner described above, he may accept other evidence of a satisfactory character [e.g. horoscope, a medical certificate]

But the whole proposal at once. It will be sufficient under the above proviso.

birth, or difficulty may also be experienced by him in establishing his identity with the individual described in the extract, should one be forthcoming. So such a candidate not to be admitted into service at all? No provision has been made in the proposed notification to meet cases of this kind. It provides to some such effect as the following may be added to the notification:—

6. The draft notification does not include school boys. As a reason for ^{not} including them, the Board states that as the application of the rule to them brings into operation a different set of conditions, the Director of Public Instruction and not the Board is the proper authority for working out those conditions and for framing a suitable notification. After setting out in para 11 of its Profs, the several advantages

...waulages that would result
 from a rule requiring every
 boy and girl to produce
 an extract from birth
 register on admission
 to a school.
 The Board has forwarded
 a copy of its Proposal to the
 Director of Public Instruction.
 It would be well to obtain
 the views of the Director before
 approving of the notification
 in regard to Public Servants
 alone, as without applying
 the rule to School boys at
 the same time, the object
 aimed at, viz., accuracy
 in registration, cannot be
 so well secured, the need
 for extracts in their case
 being more immediate
 than in the case of others.
 In the drafted
 notification "documents" may
 be substituted for "certi-
 ficates" and would be better.

I have reviewed the
 proposal and find it
 satisfactory. I have
 approved it and
 signed it. I have
 also signed the
 notification in regard
 to Public Servants.

In my opinion the time has not
 come for this change and the
 burden to make the change
 upon the public service
 will lead to a feeling of the
 injustice to the public
 service.

The Hon. Mr. Grose C. J. E.
 H. E. the Governor.

Draft to
 Mr. Grose.

Para 2.

The draft to the Chief Secretary
 has been approved.
 L.C. 14/1/97

Read C.No. 1776 of 1897.
 G.O.
 On a careful consideration of the
 difficulties brought to notice in work-
 ing the proposal contained in para. 13(v)
 of G.O. No. 473 dated 21st Sept. '96,
 Govt. does not consider it possible to
 insist, at present, upon the production
 of attested extracts of birth register
 from candidates for the public service
 born in Municipalities. The absence of
 a name in the registers in the entries
 prior to 1896 will make it necessary,
 even when an extract is produced, to re-
 quire evidence of identity. Such evi-
 dence it is easy to manufacture and
 difficult to test, and as the cases ^{will} be
 numerous (most being appointments
 to unimportant posts at the bottom of
 the service) it will only be tested per-
 functorily. Moreover, nearly all the can-
 didates will be able to refuse the pro-
 duction of extracts, if so disposed, on
 the plea that they were born in rural
 tracts. The proposal will therefore be
 dropped for the present. It was ordered
 in G.O. No. 518M dated 22nd February '96
 that, in the register of births main-
 tained in Municipalities, if the child
 has been named, the name should be enter-
 ed in Col. 3, but if a name is given to

OK
 26/3/97

to the child after the original date of registry, it may be entered in the remarks Col., under the informant's signature and the registrar's initials, the entry being duly dated.)

It is not understood why the name of the child should not in every case be entered in the register of births simultaneously with the other particulars regarding birth. The reason generally given is that the naming ceremony does not take place till sometime has elapsed after the birth. This is the case in England also, but there the name of the child is decided on immediately after the birth. It is believed the same practice prevails in this country also; if so, the name should be ascertained and entered in the registry at the same time with the other ^{details} particulars connected with the birth. If the register of births maintained in rural tracts is to be of any use it is necessary that the name of the child should be inserted ~~else~~ therein also as in the case of Municipal registers. The Board is requested to report on this matter.

3. Sometime must necessarily elapse before instructions for maintaining the register of births in accordance with what has been stated above can be fully carried out. In view of this fact and of the long notice that will be necessary to give effect to the proposals referred to, the following notification

I approve of the Draft so far as this, but before issuing a notification I think we should ascertain with the D.O. to report with regard to the 11 of the 12th Nov (with regard to)

Financial would be the more correct
Dept.
Cw.
17.5.97
Yes
18/5/97

to the production of certificates (above 20y) and determine the date from which registration is made compulsory in rural areas.

15/5/97

I quite agree with the Hon. Mr. Spence that the notification, in so far as it concerns school boys, should not issue until we have considered the views of the D.O. Therefore,

I must confess I have never felt much sympathy with the proposed limit with in these tracts; and on further reflection, I see objections to it. It is liable to exclude men from the Public Service and boys from the Public Schools, if their birth and name are not registered. To deny men entry into the Public Service for their names, is to visit upon them the sin of their fathers. To deny boys entry into the Public Schools is worse, because it not only prevents them and their fathers, but we

I think he refers to both.
The A.H. (116) G.S. 12-5-97.

injure the State. I think some other expedient for improving the vital statistics, should be sought.
A.H. 20.6.97

The notification refers also to admission to Public Schools
See above

When the notification is issued I think all the services.
A.H.

will be published, by the Public Dept., in the Fort Saint George and District Gazettes:-

"Notice is hereby given that every person born on or after the 1st June 1899 within the limits of a Municipality in the Madras Presidency shall when seeking admission into the Government service or a Public school, produce an attested extract from the birth register ^{maintained by such municipality} in regard to his age."

4. The question of extending the period of retention of rural registers will be considered when the proposal regarding production of extracts of birth registers in proof of age is made applicable to candidates born in rural tracts also.

NOTE.
It is not clear whether His Excellency's remarks refer to the introduction of the proposal into rural tracts also, after a long notice has been given. Please see para 5 below.

2. No orders have been passed on the Board's question whether the proposed rule is to be made applicable for admission into "public service" or "Govt. service". The notification in para. 3 of the draft refers to admission to "Govt. service".

P. J. O.

3. The papers regarding the draft Bill to make registration compulsory in rural tracts are with the permanent First Assistant. As he has written to say that ^{his health is bad & that, therefore,} he is not in a position to state when he will be able to undertake and finish the work, he has been requested to return the papers to the office.

4. The form of ~~the~~ register of births in use in Municipalities (since 1896) contains cols. for the name of the child and the father's name. The form of register in use in rural tracts contains a col. for the father's name only.

5. If it be held that H.E.'s remarks refer to the introduction of the proposed rule into rural tracts also, after a long notice has been given and before registration is made compulsory in rural tracts by legislation, the modification in para 3 of the draft ^{it is thought} would have the words as follows:-

Notice is hereby given that every person born on or after the 1st June 1899 within the Madras Presidency shall, when seeking admission into the Govt service or a public school, produce, in regard to his age, an attested extract relating to his birth from a register of births maintained ^{either} by the municipality or the Land Revenue authorities of the village within the limits of which he was born.

W.R.
14-5-97 Case may be.

11/5/97

how are we?
J.S.

The form will have been altered, if we find that the child's name can be entered at the time of registry of the birth
J.S.

L.M.
990-6-12-90

573
1-7-97

Rev: C. No: 1776

NOTE FOR THE SECRETARY.

In G.O. No 313 M, dated 22nd February 1896, issuing instructions for the maintenance of birth and death registers in Municipalities, the Government directed that in the register of births the name of the child, should, if one had already been given to it, be entered in Column 3, but that if a name is given to the child after the original date of registry it may be entered in the remarks column under the informant's signature and the Registrar's initials and that this entry should be duly dated. In para 2 of the draft Order above referred to, it is stated that it is not understood why the name of the child should not in every case be entered in the register simultaneously with the other particulars regarding birth, that the reason generally given is that the naming ceremony does not take place till some time has elapsed after the birth, that although the same is the case in England also

R.E. 14/4/97

the name of the child is then decided on immediately after the birth and that if a similar practice prevails in this Country, as it is believed to do, the name should be ascertained and entered in the register at the same time with the other details connected with the birth.

In the District Municipalities Act Amendment Act III of 1897 a new Section 248.A. has been inserted providing that "at any time within a year after the birth of a child an adult male relative of the child may require the Registrar to enter in the register of births the name of such child" The effect of the proposed order will be that instead of leaving it ^{the option of} to the parents or other relatives of the child to have its name registered in the Municipal books, a duty is imposed on the Registrars to ascertain and enter in the register the name of the child at the same time with the other details. There seems to be no objection to this proposal. It is however submitted that in this Country the name of the child is not decided upon in all cases immediately after its birth.

The Hon. Sir Henry Bliss & C. S. E.

Read G. O. No. 1776 of 1879.

G. O. No. 513 of 1st July 1897.

On a careful consideration of the difficulties brought to notice in working the proposal contained in para 13 (v) of G. O. No. 476 dated 21st September 1896, Government does not consider it possible to insist, at present, upon the production of attested extracts of birth registers from candidates for the public service born in Municipalities. The absence of a name in the registers in the entries prior to 1896 will make it necessary, even when an extract is produced, to require evidence of identity. Such evidence it is easy to manufacture and difficult to test, and as the case will be numerous (most being appointments to unimportant posts at the bottom of the service) it will only be tested perfunctorily. Moreover, nearly all the candidates will be able to refuse the production of extracts, if so disposed on the plea that they were born in rural tracts. The proposal will therefore be dropped for the present.

2. It was ordered in G. O. No. 313 H dated 23rd February 1896 that in the register of births maintained in Municipalities, if the child has been named, the name should be entered in column 3, but if no name is given to the child after the birth, the name should be entered in column 4.

If the name is not given then could give the name of the child.

P.R. 1/16/97 There is no objection to the draft in this case.

A.C. 29/1/97

it may be entered in the remarks column, under the informant's signature and the Registrar's initials, the entry being duly dated. It is not understood why the name of the child should not in every case be entered in the register of births simultaneously with the other particulars regarding birth. The reason generally given is that the naming ceremony does not take place till sometime has elapsed after the birth. This is the case in England also, but there the name of the child is decided on immediately after the birth. It is believed the same practice prevails in this country also, if so, the name should be ascertained and entered in the register at the same time with the other details connected with the birth. If the register of births maintained in rural tracts is to be of any use it is necessary that the name of the child should be entered therein also as in the case of Municipal Registers. The Board is requested to report on this matter.

3. The question of the measures to be adopted for improving the registration of vital statistics will be considered further on receipt of a reply from the Director of Public Instruction to para 11 of the Board's Proceedings regarding the expediency of school boys being required to produce attested extracts of birth registers in proof of age.

Government (1897) of Madras. REVENUE.

Recd.

Enclosures

1897.

Regd.

Spare copies

G.O., No. 513, 1st July 1897.

JULY.

Vital Statistics.

Passing orders on papers relating to the question of improving the registration of — in the Madras Presidency.

To the Board of
Revenue & Finance

(initials)

22-7-97

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following Proceedings of the Board of Revenue (Revenue Settlement Land Records and Agriculture), dated 2nd February 1897, No. 89:—

Read—G.O., No. 476, Revenue, dated 21st September 1896.

ABSTRACT.—Passing orders on papers relating to the question of improving the registration of vital statistics in this Presidency.

Resolution—dated 2nd February 1897, No. 89.

Communicated to all Collectors for information and guidance.

2. With reference to paragraph 6 of the Government Order the Collectors are requested to furnish the Sanitary Commissioner in their B returns such information as he may require in order to enable him to carry out the orders of Government.

3. The attention of Collectors is drawn to paragraph 9 of the Government Order and paragraph 3 of Board's Proceedings, dated 30th November 1894, No. 506, and they are requested to see that the duty of registering births and deaths is transferred to the village heads wherever such a course is feasible. In the case of large villages, the work should be distributed in the manner indicated in paragraph 10 of the Government Order.

4. The Board has already in its Proceedings, dated 18th March 1895, No. 71, issued orders with a view to ensure close attention on the part of the Divisional Officers, Tahsildars and Revenue Inspectors to the registration of vital statistics. The instructions contained in paragraph 12 of the Government Order read above regarding the examination of the registers of births and deaths by these officers should be carefully attended to.

5. With reference to paragraph 13 (v) of the Government Order the Board submits a draft notification regarding the proof of age to be furnished by candidates for the public service. The draft is merely provisional and may have to be modified partially or in toto in accordance with the decision of Government on the points to be presently noticed. In the first place, the Board is not aware of the exact meaning attached by Government to the expression "public service," i.e., whether it is meant to comprise all or only some of the services mentioned in the notification regarding re-vaccination published at page 1022 of the *Fort St. George Gazette*, dated 4th September 1894. It would be better to enumerate the services to which the rule is intended to apply. In the draft submitted by the Board, the rule is provisionally limited to candidates for Government service.

G.O., No. 609, Public, dated 18th August 1894.

is intended to apply. In the draft submitted by the Board, the rule is provisionally limited to candidates for Government service.

6. Secondly, neither the registers of births maintained in municipalities nor those compiled by village officers in rural areas make mention of the name of the child whose birth is registered, and probably could not be made to do so within a reasonable time after birth on account of the diversity of practice obtaining in various communities as to the time of naming a new-born child. Extraneous evidence has, therefore, to be admitted in order to establish the identity of the person producing the extract with the individual described in it; and the draft notification provides for the admission of such evidence.

7. Thirdly, as desired by Government, the notification distinguishes candidates born within municipal towns from those born in rural tracts. So long as this distinction exists, however, it is to be feared that candidates from whom certificates are required would, in many cases, be tempted to deny that they were born within a municipality, either because their real age happened to be over twenty-five, or because the production of a certificate was for some other reason inconvenient to them. As a partial check on this state of things, the notification provides that any such denial as aforesaid shall be supported by a suitable declaration signed by two respectable householders. The check, however, can be only partially effectual and is applicable only to candidates who were born in their own villages or under such circumstances that they would necessarily have attracted the attention of neighbours and would be remembered by them.

8. The defects in the proposed rules noticed in the last paragraph would disappear if the rules were made applicable to all candidates for the public service whether they were born within municipal limits or in rural areas. In this connection it would be as well perhaps to clear a misapprehension that possibly underlies the opinion expressed in paragraph 13 (v) of the Government Order, viz., that the extension of the rule to rural tracts would lead to the falsification of registers. Falsification would, no doubt, have to be expected if the village officers were the custodians as well as the compilers of the registers. But this is not the case. The instructions on this subject in the manual of village accounts require the register of births in every village to be submitted to the taluk at the end of each fasli and to be filed in the taluk.

9. Such being the case any person who desires an extract from a birth register would have to apply for it at the Taluk office and there is no reason to suppose that Taluk establishments would fail to discharge faithfully their duties in this respect; but supposing that, in the present connection, they would be exposed to special opportunities of corruption, it has still to be remembered that the alteration of a date of birth could only be effected by interpolating a fresh line in a different part of the register and, as the register would by hypothesis be from 20 to 25 years old, the chance of the interpolation escaping detection would be very small. Such a chance would be still further diminished, in regard to registers subsequent to the passing of G.O., No. 3899, dated 30th September 1896, by the present rule which requires consecutive number to be prefixed to each entry of birth.

10. The only real objection at present to the framing of a rule of universal applicability in regard to certificates of birth is the fact that, under the present orders of Government, registers of births

* G.O., No. 367, dated 15th June 1895. in rural areas are preserved only for twenty years and are afterwards destroyed. But there would be no inconvenience in extending the period of retention to twenty-five years; and the space to be provided in the Taluk records for the registers of five additional years would be justified by the use made of such records by the public, the more so if the rule was extended as proposed in paragraph 11 below to school boys. No extracts from the register of births need be required in the case of candidates for the public service who are by their own admission over twenty-five years of age and who were born in rural tracts. Such cases are exceptional and the candidates would probably be able to produce other evidence of a satisfactory character in proof of their age.

11. School boys are not referred to in the draft notification submitted by the Board. The application of the rule to them brings into operation a different set of conditions and the Board considers that the Director of Public Instruction is the proper authority for working out those conditions and for framing a suitable notification. A rule requiring the production of an extract from the register of birth in the case of every boy and girl, on his or her first admission to a recognized school, will, the Board believes, be productive of the best results for developing and improving the registration of vital statistics. In the first place, considering that the time at which such an extract would be required would ordinarily be only from seven to ten years removed from the date of the child's birth, it is evident that the extract could, in all ordinary cases, be easily procured and attested, whether the child was born in a

municipality or in a rural area. Secondly, there would be no inducement to falsify such an extract, and even if there were, the fabrication could be brought home more easily than in the case of adults. Thirdly, it would not be necessary to renew the record during the subsequent career of a child in school or college, since he could be made to carry it with him as a part of his leaving certificate to every fresh institution to which he might be transferred. Fourthly, under suitable precautions, this record could be admitted as evidence of age for Government examinations as well as those held by the University, for which no proof of age is now required, and also for entrance into the public service. *Lastly*, as regards boys *already* in school, there is no reason why they should not be required to produce extracts from their birth register, accompanied by certificates of identity, to entitle them to admission to public examinations or to Professional or Arts Colleges.

(True Copy and Extract.)

(Signed) R. V. SRINIVASIAH,
Secretary.

To all Collectors.

„ the Secretary to Government, Revenue Department.
„ the Sanitary Commissioner.

Copy to the Board of Revenue (Land Revenue).

„ „ Director of Public Instruction.

ANNEXURE.

DRAFT NOTIFICATION.

NOTICE is hereby given that every person entertained on or after the 1st April 1897 in any branch of the Government service and in any appointment, whether permanent or temporary, and whether substantive or officiating, shall, at the time of such entertainment, produce in addition to the certificate of vaccination, referred to in the Notification published at page 1022 of the *Fort St. George Gazette*, dated 4th September 1894, one of the following certificates, i.e. (a) or (b) in regard to his age:—

(a) If he was born within the limits of a municipality in the Madras Presidency—

an extract relating to his birth from a register of births maintained by such municipality together with a declaration signed by two respectable house-holders and certifying from their own knowledge as to his identity with the individual described in the extract.

(b) If he was not born within the limits of a municipality situated in the Madras Presidency—

a declaration signed by two respectable house-holders and certifying from their own knowledge as to the place where he was born.

ORDER—No. 513, Revenue, dated 1st July 1897.

Miscellaneous.

On a careful consideration of the difficulties brought to notice in working the proposal contained in paragraph 13 (v) of G.O., No. 476, dated 21st September 1896, Government does not consider it possible to insist, at present, upon the production of attested extracts of birth registers from candidates for the public service born in municipalities. The absence of a name in the registers in the entries prior to 1896 will make it necessary, even when an extract is produced, to require evidence of identity. Such evidence it is easy to manufacture, and difficult to test, and as the cases will be numerous (most being appointments to unimportant posts at the bottom of the service) it will only be tested perfunctorily. Moreover, nearly all the candidates will be able to refuse the production of extracts, if so disposed, on the plea that they were born in rural tracts. The proposal will therefore be dropped for the present.

2. It was ordered in G.O., No. 313 M., dated 23rd February 1896, that in the register of births maintained in municipalities, if the child has been named, the name should be entered in column 3, but if a name is given to the child after the original

date of registration it may be entered in the remarks column, under the informant's signature and the registrar's initials, the entry being duly dated. It is not understood why the name of the child should not in every case be entered in the register of births simultaneously with the other particulars regarding birth. The reason generally given is that the naming ceremony does not take place till some time has elapsed after the birth. This is the case in England also, but there the name of the child is decided on immediately after the birth. It is believed the same practice prevails in this country also, if so, the name should be ascertained and entered in the register at the same time with the other details connected with the birth. If the register of births maintained in rural tracts is to be of any use, it is necessary that the name of the child should be entered therein also as in the case of municipal registers. The Board is requested to report on this matter.

3. The question of the measures to be adopted for improving the registration of vital statistics will be considered further on receipt of a reply from the Director of Public Instruction to paragraph 11 of the Board's Proceedings regarding the expediency of school boys being required to produce attested extracts of birth registers in proof of age.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Board of Revenue (Revenue Settlement,
Land Records and Agriculture).

„ the Local and Municipal Department.
„ the Educational Department.

Ed. Shik Karia.