



SUPPLEMENT
TO THE
BOMBAY GOVERNMENT GAZETTE.

Published by Authority.

SATURDAY, 14TH MARCH 1863.

PROCEEDINGS OF THE LEGISLATIVE DEPARTMENT, BOMBAY.

The following Bill, which it is intended to introduce into the Council of the Governor of Bombay, for the purpose of making Laws and Regulations, is, together with Statement of Objects and Reasons accompanying it, published for general information:—

A Bill for taking a Census of the Bombay Presidency.

WHEREAS it is expedient that arrangements should be made for facilitating the enumeration of the inhabitants of the Presidency Town of Bombay, and of the Districts, Towns, and places subordinate thereto; It is hereby enacted as follows:—

I. The Governor in Council of the Presidency of Bombay may, from time to time, as he may deem necessary, authorise and direct an enumeration to be made of the inhabitants of the said Town of Bombay, or of any of the Districts, Towns, or places within the limits of the said Presidency, or subordinate thereto, and may appoint any date or dates upon, or within which such enumeration shall be made, and may appoint any Officer or Officers to superintend the same. Provided always that notice of the

intention to make such enumeration, with the date or dates upon, or within which it is intended to be made, the name or names of the Officer or Officers appointed to superintend the same, and all other necessary particulars, shall be published in the *Bombay Government Gazette*, and in such English, Murathi, and Gujerathi Newspapers as to the Governor in Council shall seem fit, one clear month at least previous to such enumeration being commenced.

II. Any Officer or Officers appointed to Duties of Officers so superintend any such enumeration shall, in accordance with such instructions as may be communicated to him or them, from the Government of Bombay, appoint such enumerators, form such enumeration Districts, and make such arrangements generally as may to him or them appear necessary for the purposes of such enumeration.

III. Each Enumerator or other Subordinate

Schedules to be left at dwelling houses, and occupants to fill up the Schedules, and sign and deliver them to the enumerators,

Officer appointed under this Act shall, agreeably to his instructions, leave at each house or place of residence within his respective District, four days at least before the

time appointed for the collection of the completed Returns or Census, a blank Schedule or Return, of such form, and containing such particulars, as Government may approve, to be duly filled up and signed by the owner, tenant, or principal occupant of the said house or place of residence.

IV. Every Census, Schedule or Return issued

Schedules to be signed by Superintending Officers.

under the authority of this Act, shall bear the name or names of the

Officer or Officers authorised by Government to direct or superintend the enumeration of the population of the District, Town or place in which such Schedule or Return shall be issued.

V. Any person wilfully neglecting or refusing

Penalty for neglecting or refusing correctly to fill up and sign Schedules.

correctly to fill up and affix his signature to any such Schedule or Return so left at his

house or place of residence, or who shall neglect or refuse to return the same to the Enumerator or other Officer when called upon so to do, shall be liable to a penalty not exceeding Rs. 200, on conviction before a Magistrate

of Police, or in the Districts within which the Code of Criminal Procedure is in operation, on conviction before any Magistrate.

VI. Any Enumerator or other Subordinate

Schedules defectively filled up to be returned:

Officer employed in the collection of such Schedules or Returns, if he

shall find any of the same defective, or in any respect improperly filled in, shall return the same to the occupant of the house or residence to which they relate; together with a written or printed notice requiring that the same be duly filled in or amended within 24 hours, and

and then to be amended under a penalty.

if such occupant shall then fail so to fill in, or amend any such Schedule

or Return, he shall, on conviction, be liable to a fine of Rs. 200.

VII. The mode of procedure against any

Mode of Procedure under this Act.

person or persons for any offence under this Act, and for enforcing

the payment of any penalty inflicted under its provisions, shall, within the Town and Island of Bombay, be in accordance with the mode prescribed in Act XIII. of 1856 and Act XLVIII. of 1860, and in the Districts in which the Code of Criminal Procedure shall be in operation, the rules prescribed by the said Code, and by the Indian Penal Code, as to the levy and commutation of fines, shall be applicable to fines inflicted under this Act.

STATEMENT OF OBJECTS AND REASONS.

Attempts at a computation of the population of Bombay have been made at several times from A.D. 1716, when the inhabitants were roughly estimated at 16,000, down to 1849 and 1851, when the numbers had increased to upwards of half a million. But little confidence however can be placed on any of these estimates; even the last and most carefully planned scheme of enumeration having failed from several causes, which are only to be obviated by an Act settling the principle upon which the Census is to proceed, and enforcing by the requisite sanctions promptness and good faith in furnishing the separate Returns, on the correctness of which the value of the general results must almost wholly depend.

The interest which formerly attached to this subject has been greatly increased of late years by the beneficial uses to which sanatory statistics have in the hands of scientific Physicians been applied in the discovery and elimination of the removable sources of disease, from which flows a great portion of the mortality in every large city. Such statistics have in Europe become the basis of important and successful measures for promoting the general health and physical well-being of all classes of the urban population. Their value was not overlooked in Bombay, and in 1849 a system of Mortuary Registration was introduced, which has been working with marked success ever since. It has placed at the disposal of Government a mass of important and useful information, some of the deductions from which are sufficiently obvious to have already become the basis of endeavours at improvement in the sanatory and conservancy arrangements of the Island. But the essential condition by which these Returns, instead of a mere index of tendencies, might become a safe and unerring guide in tracing the progress of disease and the influence of remedial measures has been wanting. The absence of an accurate Census of the population introduces an element of doubt and uncertainty into all the inferences from the Mortuary Returns, which deprives them of much of their value. Dr. Leith in a Memorandum dated 4th June 1862, embodying the general results of several years' experience, states, "Year after year has passed without the looked-for Census, and disappointment has been felt at the comparatively little practical good

that has resulted from the elaborate tables; yet the accumulated facts have been far from useless, and they are yet available for abundantly more extensive application when trustworthy Population Returns are procured. From Bombay being insular, the actual number of deaths in it can be ascertained with great precision; and as regards also the number of deaths in different localities, and among different races, the Returns are worthy of reliance; by means of these, therefore, the two attempts that were made at an enumeration of the inhabitants were readily proved to be failures, and they will be useful as a check on any future Census."

Dr. Haines who succeeded Dr. Leith in the charge of the Mortuary Register, dwells (in his Report for 1861) no less emphatically on the necessity for an accurate Census as the necessary and only safe foundation upon which the materials supplied by the Death Returns can be built up into a truly scientific structure. In paragraph 13 of the Report he urges as the only effectual means of carrying out this object the passing of an Act, "rendering it compulsory on every householder to give the requisite information, and authorising the infliction of a penalty for wilfully giving a false return."

The Bombay Association, which was consulted on the propositions for a Census, recognised both its desirableness and the necessity for a Legislative Enactment in order to make it effectual. They also approved generally of the method by which, in the accompanying Draft Bill, the objects sought are proposed to be attained. The Municipal Commissioners, as they have offered no remarks on the Draft Bill, which was forwarded for their opinion, and which was drawn up by their Chairman, may be presumed to assent to its provisions.

Although the immediate object of the present Bill is to furnish Government with the requisite legal powers for taking an accurate Census of the Presidency Town alone, yet it has been thought desirable to make its terms sufficiently general to include any Town or District, a Census of which may hereafter become necessary or desirable. In the progress of improvement accurate statistics become an essential element in the calculations upon which the Legislature and the Executive have to proceed in the performance of their gravest functions, while the gradual decrease amongst the Native population of ignorance, prejudice, and distrust affords room for the hope that ere long a general Census may be obtained at recurring periods as accurate, and applicable to as important uses, as the decennial Census of the United Kingdom.

No difficulty therefore, it is apprehended, will be found in obtaining the assent of the Council to a Bill which at the least possible cost of trouble and inconvenience to the public, promises to confer early and important benefits upon the population of Bombay.

The Bill should be translated into Murathi and Gujerathi.

(Signed) A. D. ROBERTSON.

12th March 1863.

By order of His Excellency the Governor in Council,

R. WEST,

Officiating Under-Secretary to Government.