Census of India, 1931

VOLUME XXIV

JAMMU & KASHMIR STATE

PART III

ADMINISTRATIVE

BY

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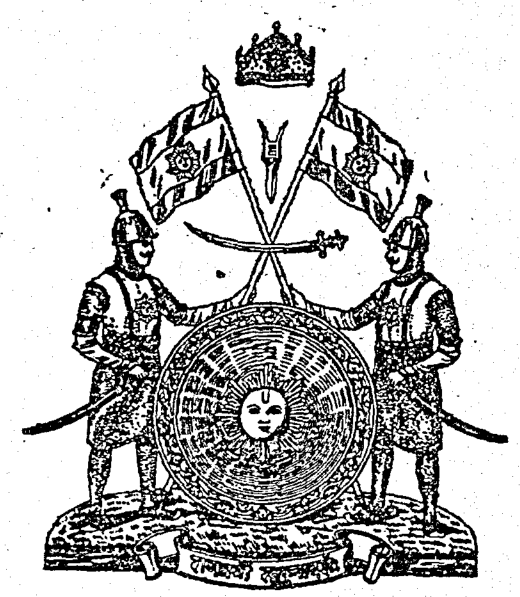

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Corrigenda and Addenda.

1. Page 4, line 14, read 'strength' for 'strenght'.
2. Page 7, line 4, delete 'a' before 'Census'.
3. Page 7, line 11, delete 'required' and read 'of' instead of 'for'.
4. Page 9, para. 13, line 3, read 'villages' for 'village'.
5. Page 10, para. 15, read 'block' for 'blocks'.
6. Page 10, para. 15, line 7 (from bottom), read 'was' for 'is'.
7. Page 11, para. 17, line 17, read 'came' for 'come'.
8. Page 11, para. 18, line 11, read 'obtain' for 'obtained' and 'the' for 'they'.
9. Page 12, line 1, delete 'by me'.
10. Page 12, line 2, delete the word 'tehsil' after 'Jammu'.
11. Page 12, para. 21, line 5, delete 'Baramulla' before 'Wular'.
12. Page 12, para. 21, line 5, substitute 'yet' for 'at'.
13. Page 13, para. 24, line 4, read 'affixed to' for 'fixed on'.
14. Page 14, line 24, substitute 'was' for 'being'.
15. Page 14, para. 26, line 13, insert a dash between 'over' and 'zealous'.
16. Page 14, para. 26, line 20, insert 'and' between 'Kohala' and 'proceeding'.
17. Page 14, para. 26, line 21, insert a dash after 'Kazigund'.
18. Page 15, para. 27, line 14, read 'passes' for 'pass'.
19. Page 16, line 9 (from bottom), read 'wire' for 'wired'.
20. Page 18, para. 32, line 6, read 'the' for 'he'.
21. Page 18, para. 33, sub-para. 6, line 2, read 'deserves' for 'deserved'.
22. Page 19, para. 34, line 1, read 'post enumeration' for 'past enumeration'.
23. Page 19, para. 34, line 2, insert a dash between 'operations' and 'slip-copying', deleting the full stop, changing the capital 'S' into small 's'.
24. Page 19, para. 34, line 6, delete 'p. m.' after 'Rs. 200'.
25. Page 22, para. 38, line 7, substitute 'slip copies' by 'slips copied'.
26. Page 28, para. 55, line 3, read 'fell' for 'fall'.
27. Page 30, para. 58, line 7, (from bottom), read 'it is highly gratifying to observe' instead of 'it is really a matter of congratulation'.

JAMMU AND KASHMIR CENSUS
1931

ADMINISTRATIVE VOLUME.

CHAPTER I

ENUMERATION

1. **Introductory.**—Like the magician who enters a village and with the touch of his wand produces hundred and one things out of a tiny bag to the great astonishment of the audience and after creating sufficient noise and bustle for some time quietly slips away bag and baggage to the next village, the Superintendent of the Census operations dawns upon the quiet atmosphere of the province all by himself with hardly a place to sit in but only a few months later he creates an army of enumerators and supervisors numbering thousands looking upon him as the greatest Census dignitary whose word is law for them. Over town and country, hill and dale he exercises his influence and momentary authority and is followed by Census workers everywhere. Here he inspects the house-numbering and there he lectures to Census agency while at some other centre he is seen cross-examining the villagers to test the accuracy of entries made by the Census workers. But no sooner is the final enumeration taken and are the final totals sent up than is the whole voluntary army automatically disbanded and his important activities receive a shocking curtailment being confined to the Direction and Tabulation Offices only and with the completion of the Tabulation and the Report stages he vanishes bag and baggage to join some permanent appointment leaving behind little trace either of his authority or of his army of workers.

Turning aside from this picture of his momentary importance the life of a Census Commissioner is one of perpetual anxiety which is inherent in the short-lived existence of the Department requiring transaction of business with clock-work regularity. In permanent Government Departments it is possible to put off business from day to day but the temporary department like the Census not only requires the completion of the entire work within the prescribed time but also the synchronization of each stage of the operations with other Provinces and States in order to enable the Census Commissioner for India to compile his All India figures and Report concurrently. The delay of a single unit at any stage is calculated to seriously retard the progress of the Census Commissioner for India who cannot proceed on to the next stage until he has dealt with the reports of all the units relating to the preceding stages.

His faculties are always stretched to their utmost capacity as while he is looking to the satisfactory progress of one stage he has to see to the timely preparation, printing and supply of all instructions and forms relating to the stage next following and also to answer questions on points of doubt and uncertainty. The three principle stages of Census are Enumeration, Tabulation (consisting of copying, sorting and compilation) and Report-writing, and each of these is composed of a number of important sub-stages requiring minute care and concentrated attention. As soon as the first stage of enumeration and despatch of totals to the Census Commissioner for India is completed there opens a dry and anxious chapter in the life of Census Officer, for while during the enumeration the responsibility was shared by a number of subordinate District Census Officers he is at this stage left only with the assistance of a couple of Tabulation Officers besides his own office of Direction. The tabulation stage requires constant application of brain to figure-work and calls for the exercise of all the elementary rules of arithmetic such as, addition, subtraction, multiplication, division, fraction, unitary method, decimal notation, etc., with which one is required to revive intimacy after years of separation. The final compilation of the Tables Volume marks the completion of this dry stage of the operations.

No sooner is the tabulation stage crossed there stands before him the last and the most important stage of report-writing which monopolizes his attention for months and after completion of which the main work comes to conclusion as the Administration Report which alone remains to be written now has a manageable volume and can be completed within four to six weeks by devoting a couple of spare hours every day. Moreover the report being a narrative of the history of Census operations from start to finish is not so taxing as the technical chapters of the Census report wherein after every chapter we launch upon an entirely new branch of study which has its own literature, separate statistics and little connection with its predecessor. From the discussion of general figures of the population and its urban and rural constitution we proceed to problems of migration, sex, age, civil condition, infirmities, occupation, literacy, language, religion and caste, each of which constitutes a separate and distinct branch of study. Compared to this diversity there is certainly some unity running through the pages of the Administration Report. With these introductory remarks we enter upon this concluding stage of our labours.

2. The Meaning and Utility of the Administrative Volume.—The Administrative Volume consists of a general review of the Census operations with such tabular statements as are likely to be of use at the next Census. As its very name implies it is a brief history of the administration of the Census operations within the State or province concerned and as the volume is predominantly intended to constitute the first book of reference for the future Census Officer it is expected to present a real and complete picture by embodying a faithful account of the difficulties experienced, remedies adopted and success attained together with considered suggestions for avoidance of such pitfalls in future, so as to enable the future Censuses to be more accurate, ideal and economical conducing to the maximum good of both the Government and the people.

At the present Census a suggestion emanated from the Census Commissioner for India as to whether the writing of a separate Provincial Administrative Volume could not be dispensed with and replaced by a combined Administrative Volume for the whole of India which would embody the suggestions and improvements recommended by the different Provincial and State Superintendents so that a single body of experience could be available for all provinces on the next occasion. The idea, though quite laudable, was not found to adequately meet the purpose in view because the All India Administrative Volume was likely to be lacking in the local details which are so essential for the guidance of each Provincial Superintendent, who might fail to view in proper perspective the peculiarities of his own province by losing himself in the details of number of provinces with which he has no concern. In the words of the Census Superintendent of Bombay the difficulty will be:—

"...... since the Census Commissioner will be painting on an immense canvas the resulting picture when viewed from the stand-point of requirements of the Provincial Superintendent is not unlikely to possess one of the two defects *viz.*, (*a*) burdensome detail or (*b*) excessive brevity. There will of course be the usual difficulty that besets the administrative machinery in this country *viz.* that India is too large a unit."

To preserve the specialized local atmosphere and to offer real help to the successors the separate administrative volume of each Province and State is a necessity although for purposes of economy every effort will be made to reduce the volume by compressing the whole material in a short space and having only a thick title cover instead of a costly binding. This report is divided into three chapters (1) Enumeration, (2) Compilation and (3) Accounts, and we proceed with the description of preliminary arrangements.

3. Preliminary Arrangements for the starting of the Census Operations.—The decision of the Government of India to include the Jammu and Kashmir State in the Census of India for 1931 was intimated to His Highness' Government in the First Assistant to the Resident's letter No. D. 1914/29, dated the 12th April 1929. In response to a further communication enquiring for the information of the Government of India whether, as on previous occasions, His Highness' Government were prepared to take their own Census, compile their own tables and publish their own reports and defray the entire cost of the Census operations in their territories in 1931, they were informed that His Highness' Government were making their own arrangements for the 1931 Census.

To implement the above decision His Highness the Maharaja Bahadur was pleased to sanction the appointment of Lala (now Rai Bahadur) Tulsi Ram, Finance Minister as Officer on Special Duty on Rs. 2,100 p. m. with the rank of Minister in connection with the following matters and he assumed charge of his duties with effect from 21st February 1930 forenoon.

1. Conduct of the Census operations.
2. Assimilation of the Private Domains with the State administered territory.
3. Investigation Committee work.

A tentative Budget provision totalling Rs. 50,000 for eight months of the Fasli year 1986-87 (from 1st Phagan 1986 to 1st Katik 1987) was also sanctioned subject to reconsideration if necessary during the progress of the operations and the following establishment was provided therein for the Central office:—

		Rate of monthly pay.
		Rs.
One Gazetted Assistant	...	600
Deputation allowance for the Gazetted Assistant		120
Superintendent	...	200
Stenographer	...	150-10-240
Head Assistant	...	135
Head Assistant	...	100
General Clerk and Translator	...	80
Typist	...	60
Record Keeper	...	50
Receipt and Despatch Clerk	...	50
Vernacular Form Clerk and Despatcher	...	30
Accountant	...	50
Vernacular Moharrir	...	40
Menials.		
One Jamadar	...	18
7 Peons, each	...	14
One Farash	...	14
One Chaukidar	...	14

4. Constitution of the Central Office.—The appointment of Pandit Hira Nand Raina, B. SC., LL. B., was sanctioned by His Highness the Maharaja Bahadur, as Secretary to the Officer on Special Duty on Rs. 400-40-600 and the Pandit assumed charge of his duties on the 21st of February drawing his personal pay against the post without any deputation allowance of Gazetted Assistant. In accordance with the suggestions made in the Census Administration Volume of 1921 Census the selection of the clerical staff was made from amongst the permanent employees of Government Departments whose services were loaned to the Census Department and whose liens were duly retained on their substantive appointments. To make their stay in the temporary Census Department attractive as well as to compensate them for transfer from their permanent line they were appointed here on enhanced salaries which acted as a powerful incentive. For instance a capable Head Assistant of the Political Secretariat drawing about Rs. 130 was selected for the post of Superintendent on Rs. 200 and a stenographer formerly in a lower grade was appointed on a higher pay Rs. 150. The Departmental Heads extended genuine co-operation by promptly relieving the clerks selected by the Officer on Special Duty who was thus able to put the entire office in proper working order within a couple of months. During the ordinary course of things, it is not essential to recruit the entire budgetted establishment for a Census office in the very beginning but since the Census office had other responsible duties to discharge in conjunction with the Census it was absolutely essential to engage the full strenght.

The work of winding up and amalgamation of Private Domains which was a separate administration altogether having well organized Departments of Revenue, Judicial, Customs, Forests, Police etc., was not a small task and the addition of the work of the Investigation Committee, settlement of old Public Works cases imposed further burden, and kept the strength of the Census office fully busy right upto the end of the Fasli year 1986-87. In fact the office was a regular Secretariat office enjoying the privilege of direct submission of Memoranda for His Highness the Maharaja Bahadur's commands since the Officer on Special Duty enjoyed the rank of a Minister. Experience has shown that it is not a wise policy to weigh down the Census Commissioner with too many responsibilities as his own duties are sufficient to keep him fully occupied.

During the period of his eight months' stay as Head of Census Department Rai Bahadur Lala Tulsi Ram officiated for 1½ months for the Home and Judicial Minister and for three months for the Public Works Minister and had also to attend as a member of various Enquiry Commissions which further reduced the time that could be devoted to Census. In other States and British Indian Provinces the Census Superintendent is generally a whole-time officer and has a whole-time Gazetted assistant. With all these handicaps the work was started forthwith and the operations of our State progressed apace with other States and Provinces.

5. **Accommodation.**— Although the control of the Private Domains at the winding up stage imposed great strain on the Census office yet it proved a blessing in more than one way. It was twice blessed, it blessed the Census Department by providing for them suitable accommodation, typewriters, furniture and some reference books free of cost and it also blessed the Government by saving them so much initial expenditure on the organization of the Census Department. The Census Direction office was housed in the rooms occupied by the late Chief Forest Officer of the Private Domains. The situation served all the essential requisites of a Census office by its location in the western wing of the Darbargarh quadrangle wherein all the Secretariat offices and courts are located. Besides satisfying the condition of being within easy reach of wheeled conveyances enabling carriage of enormous parcels of paper and printed matter between the office and the press or the Railway Station it possessed the additional advantage of proximity to all the important Government offices which immensely expedited the transaction of business. It is doubtful if the next Census will be as fortunate in respect of accommodation as the present has been. But if accommodation at the next Census is not available within the Darbargarh it would be highly advantageous to arrange a building in the vicinity of the Jammu Press which would afford the Census office immense facility in getting Hidayats and forms printed and distributed promptly and economically.

6. **Preliminary Circular.**—To ensure the whole-hearted co-operation of all Government Departments in general and of the Revenue and Municipal agency in particular the Government were requested to issue a circular order enjoining on all Government servants and the general public to render voluntarily the assistance that may be required of them in connection with the Census and in

accordance with that request His Highness the Maharaja Bahadur was graciously pleased to issue the following circular order and also commanded that the designation of the Officer on Special Duty in relation to Census work should be Census Commissioner :—

"It has been decided to take the Census of Jammu and Kashmir State during 1931 and Lala Tulsi Ram has been placed on Special Duty as Census Commissioner for the direction and supervision of Census operations in the State. He will be competent to issue necessary instructions from time to time consistently with law, rules and Government orders for the time being in force for the guidance of all concerned.

All Government officers and Presidents of local bodies are directed to co-operate and assist in the successful conduct of Census operations and to carry out the duties entrusted to them with all possible expedition and promptitude. Any negligence in the carrying out of instructions or in the performance of duties, or wilful disregard of orders will be severely dealt with.

Officers in executive charge of Census work must see that the real objects of Census are clearly understood by the people and the public mind is totally disabused of all false rumours and mischievous reports which get into circulation among the simple folk in connection with the enumeration work. It should further be made known as widely as possible that every person is legally bound to furnish without remuneration any information that may be required of him for the complete and accurate filling up of the Census schedules.

Any person who obstructs or attempts to obstruct any public officer duly engaged in the performance of Census work shall be liable to the punishment provided by law. Enumerators should be non-officials for the most part and officials should, as a rule be employed on the work of supervision. But where the latter are not available the services of voluntary non-official agency should be availed of as far as practicable, their duties being so assigned as not to take them away from their ordinary abode. Wherever special and paid agency is found necessary, previous orders of the competent authority should be obtained.

Any attempt to extort money on any pretext connected with the Census shall be punished under the penal law of the State."

After publication of the above circular in the Government Gazette, offers for help and co-operation poured in from every quarter, official and non-official and the work of the department was greatly facilitated. To arm the Census agency with the necessary powers over the public *viz.*, entry into private houses, compelling answers to relevant Census questions etc., and to provide for various other matters in connection with the taking of Census a draft Census Regulation was also submitted for sanction of the Government. It soon received the assent of His Highness the Maharaja Bahadur and became law under the title "Census Regulation 1987".

7. **Other Facilities and Easements.**—While the Census Commissioner is engaged in arming himself with powers of direction and control he should not forget to obtain certain essential facilities which are greatly useful to him for the efficient discharge of his duties, and for these he should at the very outset settle up with the departments concerned. He should have a telephone both at his office and residence and power to issue telegrams without prepayment. Since the tours of the Census Commissioner often require the use of Canal roads permanent passes should be obtained from the Canal authorities of the State as well as from the Executive Engineer, Upper Jhelum Canal. Regular supply of the Jammu and Kashmir Government Gazette should also be arranged beforehand. The Government of India Gazette may, if necessary, be subscribed for during the enumeration stage, but since Census instructions published in it from time to time are also received direct from the Census Commissioner for India it is not of much use. All these facilities were duly arranged for at the present Census.

8. Printing and Paper.—Just as the pinch of the shoe is known to its wearer alone similarly none else but the printer alone knows the difficulties and pains invovled in getting the entire Census work through the press in time. From the very commencement of the operations the Census Commissioner is entirely dependent for the efficient progress of his operations on the co-operation and efforts of the press. The press is called upon constantly to print a new Hidayat with its connected forms in thousands every fortnight and hardly is the first Hidayat issued and supplied to the Census agency that the draft of the second reaches the press. All these have to be struck off and issued within weeks and sometimes within days to save the Census Department from lagging behind the sister States and Provinces.

It would of course be a great advantage to have, say half a dozen Hidayats along with their relevant forms, printed beforehand which will spare great trouble to the press as well as the Census office, but this course seems to be attended with one drawback *viz.*, the possibility of the Census Commissioner for India prescribing some new Hidayat or form in which case the whole printed material will either be a waste or will require supplementing by the issue of revised Hidayats. At the present Census we have invariably preferred personal pain and worry to safe-guard Government finances and have avoided the simultaneous issue of a number of Hidayats in advance thus obviating the necessity for duplicate printing. From the very commencement the one aim of the department had been to entrust the entire printing work to the Government presses and scrupulously avoid recourse to private presses unless compelled to do so by the refusal of the Government presses. The burden of printing had naturally to be borne by the Ranbir Government Press, Jammu, the pioneer printing institution of the State although the Jail Presses also came to our rescue in times of rush of work when aid of private book-binders and cutters was also sought on wages to supplement the efforts of the press. The necessity for occasional external help is brought home when one just imagines what amount of time and labour the printing, cutting and sending of 25,000 copies of vernacular Hidayats involves. With occasional difficulties which were soon got over by additional help from outside, we were able to get all the printing done at the Government presses and the quality was on the whole satisfactory although a couple of Hidayats (especially Hidayat 14) were somewhat delayed.

The rates of the Government presses being found excessive a representation was made to the Minister for Development who in view of the lower rates prevalent outside and of the special concession allowed by the private presses to the printing of Census work ordered that Census printing may be charged at half of the usual rates.

In our opinion the printing at the Government presses has several obvious advantages and unless it becomes indispensable recourse to private presses should not be permitted as such a measure generally costs the Government much greater expenditure not only in printing charges but also in the shape of carriage, and the travelling expenses of the persons deputed to see to its printing. It would, however, be advantageous to obtain previous undertaking from the press for timely completion of each job which should be adhered to subject to considerations of mutual co-operation between Government Departments.

As regards paper the requirements of the department were met by the Government Stationery Depôts with the exception of special quality of paper prescribed by the Census Commissioner for India for the printing of schedules. This quality had to be indented on the Mills approved by the Census Commissioner for India. The total cost of paper purchased direct from the Mills amounted to Rs. 3,342-14-0.

The considered suggestion regarding the best arrangements for purchase of paper is that the work should be completely entrusted to the Government Stationery Depôts which should be supplied before-hand with a complete indent of different qualities of paper required for the various stages of the Census. Ordinary qualities of foolscap and printing paper are always available at the

depôts and it is only the special quality, colour and size required for the schedules, covers, slips, diagrams, curves and maps for the Report Volume which require special arrangements for which the depots deserve sufficient previous notice. As even the private mills offer concession rates for paper purchased for a Census purposes it well becomes a Government Depot to grant similar concession to the State Census Department and the rates to be charged should therefore be settled by mutual correspondence at the very commencement of the operations to avoid subsequent controversy. The existing orders forbidding purchase of stationery articles without the refusal certificates of the depots, the consent of the Civil Supplies Department and sanction of the Minister-in-charge has many a time presented great obstacles, since many articles required for stationery and house-numbering could not be had from the Stationery Depots and for every trivial purchase sanction of the Minister-in-charge had to be obtained which naturally delayed arrangements. It is only advisable that in such trifling matters the Census Commissioner should be allowed a free hand to proceed with the local purchase of such articles to speed up his operations. For instance earthen inkpots costing a pice each are not available at the depots and necessary formalities of obtaining the Controller of Civil Supplies' opinion and awaiting for the Minister's sanction is likely to take a fortnight; in such a case insistence on the fulfilment of formalities would keep about two hundred workers of the Tabulation Office idle putting the Government to a loss of about Rs. 200 per day. The Census Commissioner is the best judge for all such cases and he should be given a wide latitude in these small matters to safe-guard Government interests. The Press or Stationery Depots cannot properly imagine the loss which their technical objections inflict on the Government, since they generally regard the Census Department like other Government Departments and are apt to forget the difference that while a permanent Department might easily afford to wait till the receipt of their fresh supplies the Census Department has not time to wait even for their reply.

9. Budget.—Similarly in the matter of the Budget the Census Commissioner deserves extensive powers of operation over his grants. Census Department being a non-permanent Department its head should not be tied down to strict Budget restrictions, but on the other hand he should be the master of the situation and able to make internal changes in the temporary establishment of the Tabulation Offices and other grants according to expediency, as such a course is calculated to prove economical in the long run. Unless the Census Commissioner is a man having previous experience of running the Census Department he cannot anticipate and predict his requirements with strict accurancy and such a latitude is therefore consistent both with efficiency and the financial interests of the Government.

10. Hidayats and Circulars.—Neither time nor space permits us to present here a detailed account of the printed Hidayats and Circulars issued for the conduct of the operations and we restrict ourselves to the enumeration of the following important ones only :—

1. Preparation of general village register.
2. General survey of the operations and the Census calendar.
3. Formation of Census charges and appointment of Charge Superintendents.
4. Fixation of non-synchronous areas.
5. Changes in area.
6. Railway enumeration.
7. House-numbering.
8. Enumeration in Military areas.

9. Educated unemployment.
10. Duties of Charge Superintendents.
11. Special arrangements.
12. Duties of Supervisors.
13. Enumeration Book.
14. Filling up of Census schedule.
15. Sex and fertility schedules.
16. Despatch of totals.

Besides the above a comprehensive Census Code based on the Imperial Census Code was also issued in English and an occupation index and lists of lauguages and castes were also supplied to the Census agency.

11. Formation of Census Divisions.—For conduct of the operations the territories of His Highness the Maharaja Bahadur were divided into fifteen Census Districts and arrangements of each district were placed in the charge of the following District Census Officers, who were directly under and responsible to the State Census Commissioner in matters regarding Census :—

	District Census Officers.	Jurisdiction.
A. Jammu Province	(1) President, Jammu Municipality	Jammu City.
	(2) Wazir Wazarat, Jammu	Jammu District.
	(3) „ „ Udhampur	Udhampur District.
	(4) „ „ Riasi	Reasi „
	(5) „ „ Kathua	Kathua „
	(6) „ „ Mirpur	Mirpur „
	(7) Census Officer, Poonch	Poonch Jagir.
	(8) Wazir Chenani	Chenani „
B. Kashmir Province	(9) President Municipality, Srinagar ..	Srinagar City.
	(10) Wazir Wazarat, Srinagar	Srinagar District or Kashmir South.
	(11) Wazir Wazarat, Baramulla	Baramulla District or Kashmir North.
	(12) „ „ Muzaffarabad ..	Muzaffarabad District.
C. Frontier Districts	(13) „ „ Ladakh	Ladakh District.
	(14) „ „ Gilgit	Gilgit District
	(15) Political Agent, Gilgit	Frontier Illaqas.

The operations within the tahsils constituting each district were controlled by the Tahsildar who unlike the District Census Officers had no technical name or place in the Census hierarchy although he is one of the most important functionaries immediately below the District Census Officer. We would suggest that an additional rank in the gradation of Census Officers between the Charge Superintendent and the District Census Officer is absolutely essential and in future the Tahsildar instead of going without a Census name should be designated as "The Tahsil Census Officer".

So besides the 15 District Census Officers there were 36 Tahsildars (31 in State proper and 5 in Jagirs) in charge of the operations. Below the Tahsildars there are 3 grades of Census functionaries :—(1) the Charge Superintendent, (2) the Supervisor and (3) the Enumerator, whose functions will be examined presently. The correspondence between the District Census office and the Census Direction office was direct and was not required to pass through the official channel of the Provincial Governors to prevent delays and confusion. The procedure of direct correspondence has been followed successfully in the past and should be adhered to in future.

12. Establishment allowed to District Officers and its Remuneration.—Neither the District Census Officers nor the Tahsildars were given any additional establishment for Census work which had to be attended to by the permanent establishment in addition to their own duties. The only exception being the President of the Srinagar Municipality who was allowed a Census clerk at Rs. 30 p. m. and a peon at Rs. 14 p. m. during the enumeration stage. The District Census Officers continued pressing their requests for the grant of Census allowances to the clerks entrusted with the work but on account of financial stringency their requests could not be acceded to. During the concluding stage a proposal for granting cash rewards to these officials as well as to selected voluntary workers was submitted to the Honourable Revenue Minister for Government sanction but it is regretted that the proposal fell through on consideration of financial stringency.

It is recommended that at the future Censuses, the clerks in the Districts and the Tahsils should be allowed small monthly allowances till the final enumeration to compensate them for the additional burden imposed. This will also create some attraction for the work which otherwise is regarded as '*Begar*' to escape which it is not unoften that the clerk concerned proceeds on leave during the time of rush and spoils the work. Sufficient amount should also be got provided in the first year's budget for cash rewards and prizes to good Census workers to infuse enthusiasm and raise this work above the level of free service. It would be highly beneficial in this connection to immitate the example of Baroda Census Commissioner who distributed about four thousand rupees in the shape of prizes during the enumeration stage to engender a spirit of competition amongst the workers. The Political Agent of Gilgit was advanced by the Census office a sum of Rs. 800 out of which he distributed about Rs. 700 amongst the Supervisors and Enumerators of the different Illaqas.

13. The General Village Register.—The first essential step for the commencement of the Census operations is the preparation of the general village register by tahsils which gives the complete list of all the village and hamlets in existence with number of houses in each and also the names of qualified persons available to act as Supervisors and Enumerators. Without this basic record it is impossible to satisfactorily divide the country into suitable Census Divisions *i. e.* charges, circles and blocks. The vernacular Hidayat No. 1 containing detailed instructions for the preparation of this register was issued on the 25th March 1930 and the District Officers were enjoined to have these registers written up, checked and corrected by the end of May 1930. The Hidayat issued dealt with the definitions of village, house, charge, circle and block and contained useful information and suggestions about the suitability of persons for the jobs of Enumerators, Supervisors or Charge Superintendents. An abstract of the village register was called for in order to know in advance the number of houses, circles and blocks to enable an estimate being framed of the requirement of forms and house-numbering materials etc. The instructions being plain and comprehensive the village registers were written up by the appointed dates with a fair degree of correctness which was testified by the officers during their tours. In the printed form of this register a column for entry of 'proposed No. of blocks' was provided but it was found that the workers do not avail of this column but assign the serial numbers to the block in column '10' which renders the retention of this column unnecssary. The column may be deleted from the form at the next Census.

14. Formation of Census Divisions and Appointment of Census Officials.—After the collection of a complete list of villages and number of houses therein the next step was the constitution of Census Divisions and formal appointment of Census Officers for definite areas. As already hinted above the dismemberment of the territorial area of each tahsil was conducted into three classes of divisions—charges, circles and blocks under the respective control of the Charge Superintendents, Supervisors and the Enumerators.

15. Blocks.—From the statistics of the number of villages and houses it was an easy task to settle the number of blocks into which each village should be divided and to group the blocks into circles and circles into charges. A block is a collection of houses under the charge of an enumerator and its size depends upon the various local factors such as the sparsity or density of the population and availability of the literate enumerating agency. From practical experience it has been found that fifty is the maximum number of houses which the enumerator can visit during the five hours of his final round on the Census night between 7 p. m. and 12 p. m. in order to test and modify the entries of preliminary enumeration. On account of the hilly character of a large portion of this country and the scattered nature of its population the above maximum was considerably relaxed to suit local conditions and the following scale was prescribed for formation of blocks in the different parts of the country:—

Area.		Size of block.
Rural Area	Jammu Province and other hilly tracts	20 to 30 houses.
	Maidani tracts of the Frontier Districts where habitations are fairly compact	25 to 35 „
	Kashmir Valley	30 to 40 „
Urban Area	Jammu	35 to 45 „
	Kashmir	40 to 50 „

On account of low rate of rural literacy the paucity of literate persons to act as enumerators presents considerable difficulty and in consequence it was provided that in such cases two adjoining villages could be entrusted to one enumerator subject to the proviso that a separate enumeration book is prepared and maintained for each such village. In a few villages the enumerator being literate in Dogri or Hindi alone was allowed to write the schedules in Dogri or Hindi which had to be subsequently recopied by the Supervisor concerned at his dictation. The enumerators were recruited out of literate Lambardars, school teachers and intelligent students, low paid servants of other departments and literate traders.

16. Circle.—Ordinarily ten to fifteen blocks or 400 to 600 houses formed a circle in the charge of a Supervisor who was generally a Patwari in the rural areas. The circles were made as compact as possible with the aid of Census map extract wherefrom was supplied to each Supervisor by his Charge Superintendent. During the tours of inspection of preliminary enumeration work in the hilly tehsils it was a common experience to find that a major portion of the enumeration books of the circle were written in the Supervisor's hand who left to the enumerators the duties of the check on the final Census night since during the short period of five hours it could not be possible for him to personally travel over his entire jurisdiction. We do not find any thing wrong in this procedure but believe that at the present stage of literacy, the preparation of the entire preliminary record by the Patwari is conducive to much higher efficiency than leaving the work to the vagaries of irresponsible voluntary enumerators who possess only a smattering of Urdu and are consequently unable to understand the instructions much less to apply them in practice. After all there seems to be nothing wrong in this procedure where literate and intelligent enumerators are not available and when during the one month allowed for preliminary enumeration the Patwari concerned can make a couple of rounds to fill up the schedules accurately. All that the enumerators will be required to do is to keep a record in the vernacular known to them of the persons who have died or left the place on the night of the final enumeration as also to make entries in the schedule of the fresh arrivals. But even for this purpose it is necessary that the enumerators should pass through the necessary training and remain incharge of their blocks since the Patwari (Supervisor) cannot be expected to be omnipresent. Total number of Supervisors in the Jammu Province was 1,178 and the average number of houses in his charge came to 1,959 while in the Kashmir Province and Frontier Districts the number of Supervisors was 850.

17. Charge Superintendents.—We now come to the Census charge which is comprised of a group of circles and can contain upto 12,000 houses. It is *prima facie* evident that such a huge charge would be quite unwieldy for a country interspersed with high mountains, turbulent rivers and dense forests. The charges were therefore constructed according to local conditions in such a manner as to correspond in extent to some administrative unit such as a Niabat, a Girdawar circle, Thana, or township and the Charge Superintendents were selected from amongst the Naib-Tahsildars, Girdawars, Forest Rangers, Assistant Inspectors of Customs and officers of similar status. The charges were numbered serially for the whole district.

In the cities, however, the appointments of Charge Superintendents were held by Gazetted officers while Supervisors were also selected from amongst respectable citizens such as Advocates, Pleaders, Municipal Commissioners and Merchants. Nor was the recruitment of enumerators difficult since there is no dearth of literates to man these jobs and besides the Municipal and other Government clerks, literate citizens, workers of different social organizations and even College and School students of the high classes, come forward to take up the job.

The one difficulty about the employment of students as enumerators has been the worry in collecting them all at a fixed time since it was not unoften that they would absent themselves on one plea or another. We would suggest that in future the employment of students should be avoided since the date of final Census generally falls about the examination season, when the diversion of their energies from books causes serious interference with their studies and careers. In case other sources have been exhausted and the recruitment of students be indispensable to make up the strength of enumerators it should be borne in mind that selection is restricted to classes which are not sitting for University examinations and then the students should be given a separate circle of which some professor or senior teacher should be made the Supervisor since they are more amenable to his influence than to that of any other.

18. Arrangements for the Census of Special Localities.—Besides breaking up the country into the above general divisions where the Revenue agency was primarily responsible for the conduct of work there were some special localities for which special arrangements had to be made. The arrangements for Census in the Palaces and Private Property and the Inner Deories were made in consultation with the Personal and the Military Secretaries who made the Controller House-hold Departments responsible for supplying the necessary information to the District Census Officers, Jammu and Srinagar. The Presidents of the two Municipalities were directed to supply them with the necessary forms and Hidayats from time to time and on the completion of the final enumeration obtained from them they completed enumeration books.

19. Railway Areas.—The question of arrangement for the Census of the Railway areas was also taken up in good time and the Agent of the N. W. R. Lahore was requested to designate an officer who would co-operate and offer every facility to the Wazir Wazarat Jammu (District Census Officer, Jammu District) in censusing Railway areas lying between the Suchetgarh and Jammu Railway Stations. It was on the 29th January 1930 that the Divisional Superintendent Lahore entrusted this work to the Sub-divisional Officer No. 7 Wazirabad. A separate and comprehensive Hidayat (Hidayat No. 7) for Census of Railway areas was issued by me, copies whereof were supplied to all the Station Masters and also to the Tahsildars of Ranbirsinghpura and Jammu Tahsil within whose jurisdiction alone the Railway Stations are situated.

20. Military Areas.—Regarding Military Cantonments the State Military Department was consulted beforehand and arrangements for enumeration of Cantonments were made by Adjutant Quarter Master General in accordance with instructions of the Census Department (Hidayat No. 8). The final enumeration books were to be handed over by them to the Revenue agency who were responsible for including their totals in the total of the district concerned.

In this connection great care is necessary to differenciate between the strictly Military area and the Civil area and properly define on map the respective limits within which the arrangements will be made by the Military authorities on the one hand and the Revenue or the Municipal agency on the other, so that there might be no overlapping or duplication of enumeration.

21. Boat Population.—Special arrangements were also necessary for the Census of the floating population. Although boats with permanent residents are met with all along the banks of river Jhelum which is nevigable for a length of about 80 miles from Baramulla right upto Khannabal, as also on the Dal and Baramulla Wular lakes with their surrounding waterways at their congregation is mainly confined to the city of Srinagar and its suburbs which were formed into a separate Census charge. The Assistant Census Commissioner during his tour arranged a conference of the President Municipality, the Charge Superintendent, Boat population and the Revenue Naib-Tahsildar to define the limits of the respective jurisdiction of the boat population falling under the Revenue and the Municipal agency. The list of ghats (which were constituted into regular Census blocks) situate on the borderland having been drawn up and definitely assigned to each, no overlapping of jurisdiction was possible. Outside the Municipal limits the Revenue agency was to look after the entire arrangements. Proper arrangements for the Census of carters, woodcutters, forest coolies etc., were also made.

22. Transfer of Charge of the Census Department.—Before the commencement of the house-numbering stage the term of service of Rai Bahadur Lala Tulsi Ram, Officer on Special Duty and Census Commissioner expired on the 15th of October 1930, when he reverted to the service of the Government of India. The charge of the Census Department was, under His Highness' commands, taken over by Rai Bahadur Pandit Anant Ram, B. A., Settlement Commissioner and Director of Land Records, who continued to control the Department right up to the close of the Census operations. For this additional responsibility the Rai Bahadur was granted a Census allowance of Rs. 300 per mensem which was at later stage reduced to Rs. 175. The designation of Pandit Hira Nand Raina, Secretary to the Officer on Special Duty was also at this stage changed to that of the Assistant Census Commissioner and the officer continued to act as such till the close of the operations.

23. House-numbering.—Having divided the country into suitable Census divisions and placed each unit in charge of an officer we entered upon the important stage of house-numbering for which a period of one month (from the 15th of October 1930 to the 15th of November 1930) was allowed. The Tahsildars were permitted to purchase the house-numbering materials (Geru and oil) locally according to the scale 1¼ Chhataks of Geru and 1¼ Chhataks of oil per fifty houses. Hidayat No. 7 containing clear and detailed instructions which were further illustrated with the help of a diagram was on the whole well understood by the Census agency. To ensure the correctness of this stage both the Census Commissioner and his Assistant undertook long and rapid tours to train and instruct the Census agency at the very commencement of this stage on which depended the success or otherwise of the final enumeration, because if the Census agency at this stage exhibits slackness or indifference in duties by omitting from numbering any villages or far off houses or mark only one portion of a village or town and ignore the other, the entire population of the ignored houses is sure to be excluded from the Census as no enumerator will visit a house which is not included in his house list. The Census Commissioner visited a number of Tahsils of the Jammu Province while his Assistant toured in the Kashmir Province. During the course of their tours not only was the house-numbering work checked but Census conferences were held at each Tahsil head-quarters wherein the method of filling up Census schedules was clearly explained and doubts of Census agency were removed. The purpose of each column was expatiated upon and the procedures of conducting the preliminary and final enumerations and making arrangements for preparation and despatch of totals were dealt with in detail. The mistakes brought to light in house-numbering and other allied matters were circulated through inspection notes to the whole Census agency for guidance and this went a great way to promote accuracy. In the beginning the idea was to obtain a record not only of the commensal families but also of the structural houses by giving a main number on the *Sadar Darwaza* and a sub-number (*Bala* number) to each of the social house-holds within, but ultimately the time being insufficient it was decided to stick to the standard commensal definition of house and ignore the structural considerations. For the future, it is suggested that the question of house-room available per family may also be investigated by providing additional columns in the main Census schedule. The enquiry might be conducted on the lines of the report on the Census of England and Wales for 1921 wherein very valuable data has been collected on question of congestion or otherwise of house-room per family.

24. Permanent Numbering in Cities: Training of Census Staff.—In cities of Jammu and Srinagar as also in Sopore town permanent house-numbering was carried out by the Municipalities at their own expense when the black iron plates bearing the Census house numbers were permanently fixed on the outer door of each building. Great stress was laid on the necessity of opening suitable training centres where the Census Officers should be collected and explained the theory and practice of the work they were to do. The instructions were to pour down from the District Census Officers and Tahsildars to Charge Superintendents, then to Supervisors and from Supervisors to Enumerators. The method of training was fully explained in Hidayats and circulars and during tours the Census Commissioner and his Assistant did not lose any opportunity of imparting practical training by putting questions and getting sample forms filled in by the Census workers. The mistakes of one Supervisor were passed on to the other for correction and in this way the errors were eliminated.

25. Arrangement for Supply of Forms.—After the house-numbering comes a period of great activity and anxiety for the Direction office which has to supply the printed forms of various descriptions *i. e.* general schedules, house-hold schedules, enumeration book covers, block lists, travellers tickets and boat tickets etc., and several Hidayats pertaining to the final stage of enumeration and printed lists of principle castes and languages and dialects generally met with in the State as also a classified scheme of occupations for guidance of the Census agency. It is no doubt difficult to arrive at the exact requirements of forms but the approximate number required was worked out on the basis of the past Census which was increased by 10 per cent. to meet the probable increase. A rough estimate was also made on the basis of the requisition of the District Census Officers to which a margin of 10 per cent. was added.

Sufficient quantity of schedules was got printed at the Ranbir Government Press, Jammu and stocked in the central office whence started the distribution arrangements. Forms meant for Wazarat Jammu were sent to Wazir Jammu while those intended for the Udhampur and Kathua districts were sent there in lorries which ply regularly between Jammu and the head-quarters of these districts. The consignment for Mirpur was delivered to the Railway while that for Reasi was sent with a clerk of Reasi Wazarat who had come on leave to Jammu and was proceeding back to Reasi to rejoin his duties. This completed the arrangments of the Jammu Province which received its first instalment without difficulty. As regards Kashmir, instead of losing time by sending postal consignments first to districts and then asking the districts to arrange their transmission and distribution to the tehsils which would have duplicated expenditure, the requisite stock of forms and Hidayats in about forty packages was sent in charge of a clerk who started for Srinagar *via* Rawalpindi. On reaching Muzaffarabad he handed over the number required for Tahsil Muzaffarabad and Karnah while forms of Uri tahsil were delivered to the Tahsildar at Uri who was also entrusted with the forms of Poonch Jagir for transmission to Poonch. Next came Baramulla Wazarat, the Wazir of which was delivered the requirements of his entire district after which the clerk reached Srinagar where the requirements of the President Municipality, the Tahsildar and the Officer Commanding Military Area, Srinagar, were handed over to them after which the Tahsildars of Awantipura, Anantnag and Kulgam were supplied their requirements. This arrangement proved both expeditious as well as economical as at the time of transmission of these forms in early December the lorry hire to Srinagar both for passenger and luggage was extra-ordinarily cheap (the full lorry charge being Rs. 50 only). Transmission of these consignments by post would surely have cost the State at least double the expenditure and even then there was likelihood of complaints about the shortage in the number of different forms or Hidayats. This arrangement is also recommended for adoption at the next Census as it is calculated to bring in economy and save lot of worry to the Direction office, in the shape of complaints of shortages.

Being conscious of the difficulty of transmission of forms to the Gilgit and Ladakh Wazarats in winter timely precautions had been taken by directing the press to print the Frontier Districts' requirements first of all and the very first instalment of forms received from the press was issued to these districts. The packages meant for the Wazir Wazarat Gilgit were despatched through Post Offce in about 20 small parcels. The Post Master being given special instructions to see that these forms were not delayed on the way. For the requirements of Ladakh a better arrangement offered itself as it was a chance coincidence that a clerk of the Revenue Department was proceeding under orders of transfer to Ladakh and the consignments were entrusted to his care. The Tahsildar was instructed to make proper arrangement for the requisite number of pack ponies which carried the consignments.

It is really a matter of great satisfaction that the consignments reached their destinations in time without damage and subsequent requisitions were very few.

26. **Preliminary Enumeration.**—After the conclusion of the house-numbering work on the 15th November 1930 the Census Officers were given a period of one month and a half to check and correct the house-numbering, impart training to the Census staff, prepare their indents of forms and equip themselves with full materials required for commencement of preliminary enumeration. All these arrangements having been satisfactorily completed the work of preliminary enumeration started in majority of places on the prescribed dates, *i. e.*, the 1st of January 1931 and was completed by the 1st of February 1931. The commencement of this work was slightly delayed in the Srinagar city on account of the permanent house-numbering carried throughout the city according to the new scheme in which streets, Mohallas and houses were numbered in such a way as to serve the future Municipal purposes also.

In the Mufassil the Patwari-Supervisors were found to be over zealous in this respect and in most of the circles the entire enumeration books had been written up within the first fortnight. This was the busiest time for the Census Officers who were expected to check the preliminary enumeration and bring to light the mistakes which came to their notice. On the basis of these mistakes and those noticed by the Census authorities special circulars were issued to effect necessary correction in the record. The Census Commissioner at this stage toured extensively in the Kashmir Province, starting from Kohala proceeding right up to Kazigund the other end of the province. At Kohala the work of the Poonch Jagir was shown by Malik Fateh Mohammad, Census Officer Poonch and Lala Sita Ram, Tahsildar Bagh who was explained the right methods of filling the Census schedule and all their doubts aud difficulties were removed in a heart to heart talk. Village Dhanni (Kohala) in the Poonch Jagir was also visited by him and work of local enumerators and supervisors checked on the spot. The work of

tahsils of the Muzaffarabad district was also carefully examined and the necessary instructions given to the Census agency collected at the head-quarters. Uri Baramulla, Srinagar, Anantnag also received the benefit of first hand instructions, while at Srinagar the arrangements made by Municipal corporation for the city Census were examined in detail and a conference of the Charge Superintendents and Supervisors was held at Sri Pratap College Hall where the objects of each column of the Census schedule were explained in detail. Vollies of questions pouring from every quarter were promptly attended to and humourists were not found in wanting in leading some funny question about the entries of civil condition.

The one great difficulty felt by the Census workers was the complications created by the issue of a large number of circulars after the preliminary enumeration entries had been written up. This Census was in fact over-enthusiastic in the issue of sub sequent amending circulars which followed in quick succession imposing too much burden and worry on the Census agency. A conference of the Provincial Census Superintendents met at Delhi on the 7th and 8th of January 1931 under the Presidency of Census Commissioner for India and the decisions emanating from these discussions were circulated by the Census Commissioner about the beginning of February. The drafting of vernacular instructions on this basis, getting them through the press and their despatch to the Census agency required two to three weeks in the case of our State where communications in winter are seriously impeded and it is therefore not unlikely that in the Frontier Districts or even some of the remote parts of the Kashmir and Jammu Provinces full compliance of these belated instructions might not have been possible. The future Census Commissioner of the State will be well advised to request the Census Commissioner for India that to ensure compliance all amending circulars should reach this State at least 5 weeks before the final Census as the severity of winter and the difficulty of communications seriously retard the compliance of belated instructions. This affords one of the principle explanations for the unreliability which attaches to the statistics of working dependents and organized industry. The Census Superintendent of the Rajputana Agency regards the returns of industry, bilingualism and the unemployment schedule as the three bugbears of the present Census.

27. **Final Census.**—Precautions taken at the preliminary enumeration and the period of over three weeks (1st February to 26th February) allowed for the checking of the preliminary record left little work for the final Census night of the 26th February 1931 when the final count was taken especially in the villages where there is little movement at night. In the first instance two holidays were sanctioned by the Government to give full time to the Census workers for their final duties. In order to secure reasonable expedition and to minimise the number of alterations in the preliminary record a proclamation was issued in advance enjoining upon people to avoid fixing this date for weddings and other social or religious ceremonies as far as possible and to stay awake at home with a light burning until the enumerator had visited them. All ordinary movement was restricted as far as possible on the 26th of February between the hours of 7 and 12 p. m. and for cases of emergency permission could be given to the person concerned by granting enumeration pass. All traffic, Cinema shows and theatres were stopped for these hours.

No greater proof of the efficiency of the arrangements could be furnished than by the fact that the car of the Census Commissioner who had proceeded to Kathua on that date and purposely returned to Jammu city rather late at 11 in the night was challenged by the enumerators at no less than 7 places and it was only after satisfactory explanation that it was permitted to proceed. The arrangements were commendable as all inlets and outlets and the principal crossings were controlled by the lantern-bearing enumerators who did not allow anybody to proceed unless he had been enumerated and given a permit.

The final enumeration was therefore as successful and satisfactory as could be desired.

28. Provisional Totals.—After the completion of the final round on the Census night the next important step was the striking of totals for which purpose the enumerators met their Sepervisors at a fixed centre on the morning of 27th February. Here the enumerators' abstract containing the number of occupied houses and the population by sex of each block was prepared by the enumerator concerned from the enumeration book and the totals of one enumerator were checked by independent working of the same by another enumerator.

From the enumerator's abstract was prepared the circle summary which the Supervisor concerned was to complete and deliver personally to his Charge Superintendent at a previously selected place. Here the process of additions of totals of circles and their check by independent totalling by different Supervisors was repeated and the charge totals were struck for the preparation of the charge summary. All the charge summaries were sent to the tahsils and the district head-quarters with the greatest possible expedition by the methods and routes previously chalked out by the District Census Officer. As the Census Commissioner for India allows only one week for the wiring of provisional totals to him, this period is really one of the maximum bustle and activity since the credit of the District Census Officer lies in wiring his provisional totals direct both to the Census Commissioner for India, Delhi and the Census Commissioner of the State as expeditiously as possible. Now started a keen competition among the District Census Officers each of whom was anxious to beat others in sending his totals. The first telegram was received from the President of Srinagar Municipality on 28th February at 3 p. m. within 39 hours of the final Census and the other District Census Officers despatched their totals in the following order of priority :—

Serial No.	District.	Date of receipt of telegram.
1	Srinagar City	28-2-1931.
2	Baramulla District	28-2-1931.
3	Jammu "	1-3-1931.
4	Chenani Jagir	1-3-1931.
5	Riasi District	1-3-1931.
6	Gilgit "	1-3-1931.
7	Srinagar "	2-3-1931.
8	Muzaffarabad District	2-3-1931.
9	Jammu City	2-3-1931.
10	Kathua District	2-3-1931.
11	Mirpur "	2-3-1931.
12	Poonch Jagir	2-3-1931.
13	Udhampur District	3-3-1931.
14	Ladakh "	4-3-1931.
15	Political Illaqa	4-3-1931.

The zeal and enthusiasm of the District Census Officers enabled me to strike the provisional totals for the entire State and wired them to the Census Commissioner for India on the 5th day after the final Census *i. e.*, a day earlier than the 1921 Census. Keeping in view the topography and difficulty of communications over a large part of the country the expedition and promptitude displayed by the District Census Officers which enabled me to gain one full day over the last Census was really commendable. That it was the efficiency of arrangements made by the District Officers and not the undue haste secured at the sacrifice of accuracy is evidenced by the fact that there was very small difference in he provisional and the final totals.

29. Non-synchronous Areas.—Although the final Census is assumed to have been taken simultaneously at all the places between 7 p. m. and 12 p. m. of the 26th February 1931 yet in practice there are regions where on account of their situation in difficult and dangerous localities such as snowy mountains, impenetrable forests and turbulent mountain streams and Nallahs rendering night work by Census staff a physical impossibility, permission was granted to take the final count on the early morning of the 27th February restricting the movements of people within these areas and in this way their Census was also synchronous as the restrictions placed kept the population stable. Besides the above there is yet another class of regions called the remote and distant areas whence for want of communications and speedy means of transport the totals cannot be brought to the tahsil head-quarters or the nearest telegraph office except after a journey of several days by the fastest means available and in their case unless the final Census is taken a few days earlier than the fixed date it would not be possible to wire the totals to the Census Commissioner for India within one week's time prescribed therefor. The Census of such tracts cannot help being non-synchronous and consequently lists of such remote and distant villages were circulated beforehand to the District Census Officers for opinion and intimating the number of days by which their final enumeration was to precede the final Census day. The final lists received from the District Officers were scrutinized and sanction to the fixation of definite dates was communicated to each Tahsildar sufficiently beforehand. Strict precautions were taken against the unnecessary inflation of these lists with the consequence that out of a total population of 3,646,243 only 2,37,201 (6·5 per cent.) persons were dealt with non-synchronously. The number of non-synchronous villages was 621 and their area 1,944 square miles, being only 2·3 per cent. of the total against 14 per cent. of the Baroda State with its superior communications. Had the Census day been fixed towards the end of March the season on account of its warmth would have further lessened such area. As expected, the greatest non-synchronous population comes from the Udhampur and the Ladakh districts.

30. Transmission of Records from the Tahsils.—After the despatch of totals the Tahsildars packed up the enumeration books with their summaries in boxes or gunny bags in which they were supplied the blank forms by the Direction office in accordance with the detailed instructions of Hidayat No. 12. Since the next stage of slip-copying was to be conducted both at the tahsil head-quarters as well as in the Central Tabulation Offices at Jammu and Srinagar instructions clearly specified the names of the tahsils which had to do their own slip-copying and consequently were to retain the books at their head-quarters. The books of the cities and of distant tahsils whose work could not be supervised by the Census authorities were brought to the Provincial Tabulation Offices at Jammu and Srinagar where this work was started under the supervision of the Tabulation Officers as will be described in the next chapter.

31. Special Enquiries.—In addition to the general Census schedule two special enquiries were conducted at the present Census. (1) The size and sex constitution of families and (2) the educated unemployment for which separate Hidayats (Nos. 15 and 9) were issued to the Census agency. Two special schedule forms were got printed for collecting the necessary data for these enquiries and their filling imposed additional strain on the voluntary Census agency. These special schedules were got completed much before the time of the final Census to avoid interference with the final arrangements. The resulting statistics and the conclusions deduced therefrom have been dealt with in the Tables Volume and the main Report chapters 6 and 8. The work of conducting an economic enquiry in some representative villages of the State was also entrusted to the Census Department but later on this enquiry was dropped under orders of the Government. Had this enquiry materialized much useful authentic data would have been made available to the public on the subject of the economic condition of the people in different parts of His Highness' territories.

Towards the close of the operations the Census Commissioner for India suggested the holding of ethnographic enquiry, but for deficiency of time and paucity of expert doctors to conduct the necessary blood-tests as intimated by the Director of Medical Services, the enquiry was dropped and may be taken up in time at the next Census.

32. **The Attitude of the Public.**—The people have now become accustomed to the objects of Census and the former opposition even in distant areas has considerably weakened if not altogether disappeared. The proof of it is furnished by the success which crowned the efforts of the Political Agent Gilgit who for the first time got the enumeration of the people of these backward and distant tracts conducted on he ordinary Census schedule, while heretofore they used to be enumerated on a simpler form containing columns for name, sex and religion only. A further proof of the favourable attitude of the masses towards the census is furnished by the fact that although a Census Regulation was enacted by His Highness' Government, but there was not a single occasion for its enforcement in practice. The people generally showed a spirit of co-operation.

33. **Suggestions for the Enumeration Stage.**—Our conclusions and recommendations for the first stage of Census operations are:—

(1) *Staff.*—The Census Commissioner should be a whole-time officer having no additional Government Department to administer and should preferably be a person with previous Census or statistical experience. Experience has shown that the appointment of such a person besides increasing the value of Census Reports brings in great economies to the Government, as being conversant with the work he can considerably shorten the period of the operations and bring out his reports earlier. A new man treads the ground very cautiously and is always lacking in command over technical matters which can only come from experience

(2) To allow the Census Commissioner perfect freedom for extensive touring in the territories some parts of which will require his absence from the head-quarters for a couple of months at a stretch it is essential that he should be given a whole-time Gazetted Assistant to look after the work at the head-quarters and also to check the work in the adjoining tahsils. The Baroda State had at the present Census besides a whole-time Census Commissioner a Personal Assistant and an Assistant Census Commissioner.

(3) The Budget should be framed in consultation with the Census Commissioner designate, who should be vested with wide powers of effecting alterations in accordance with expediency.

(4) Establishment should be selected from amongst the experienced hands of Government Departments and their position and promotions in the permanent lines should be perfectly ensured and guaranteed by the Government. At the present occasion clerks of the Central office continued submitting applications for their reversions apprehending serious injury to their interests.

(5) The staff should be granted either a deputation allowance or recruited on enhanced pays to make the dry and taxing Census work look attractive. At the present Census enhanced pays were allowed to every member of the staff with the exception of the Assistant Census Commissioner.

(6) *Additional Enquiries.*—In this paragraph we are taking up a question which deserved the best consideration of His Highness' Government. During the course of the operations it was observed that some departmental heads wanted data of a particular nature which the Census Department had not collected although that might have been of great utility for the purpose of that particular department. For instance the Director of Industries wanted definite information about the number of looms for weaving silk, wool etc. but the Government of India had decided that no industrial enquiry was to be conducted in conjunction with the Census in 1931 and consequently our statistics which were prepared on the lines laid down by the Government of India could not supply the State Department the desired information. Similarly some other departments wanted the number of agriculturists and non-agriculturists in particular localities while according to the occupation scheme of the Census the agricultural population is

divided into a number of sub-occupations under three different categories of earners, working dependents and dependents. These distinctions may not be of any consequence to the departments concerned which require only two simple divisions. To meet such deficiencies and to collect additional data really useful to the special needs of the country the Census Commissioner should be appointed beforehand and should issue an immediate circular to all Ministers calling upon the Departmental Heads to report what, if any, additional statistical data they would like to be collected in addition to the usual Census statistics, to serve them in formulating schemes for development of their department during the next decade. All these should be collected within one month by the Census Commissioner who should next form a small committee consisting of selected heads of departments to draw up additional questionairre or schedule which he thinks can be conveniently filled by the voluntary Census agency in addition to the general Census shedule. The recommendations of this committee should be submitted for Government sanction after which necessary forms and code of instructions can be printed and arrangements made for the collection and check of the additional statistics. The Government can also at this stage order the collection of other information which they might require in connection with any policies or measures of reform or legislation before them. This will make the statistics more comprehensive and may add to the Census various other important enquiries intimately connected with public welfare.

(7) Cash prizes or rewards should also be got sanctioned in the very first year of the operations for the encouragement of the workers.

CHAPTER II

COMPILATION OF RESULTS

34. **Opening Remarks.**—In this chapter we shall deal with all the past enumeration stages of the Census operations. Slip-copying, sorting, compilation and report. As notified beforehand two Tabulation Offices were opened – one at Jammu and the other at Srinagar, under the immediate control of two officers designated as Tabulation Officers who were paid a consolidated monthly salary of Rs. 200 p. m. For the Jammu Tabulation Office, Lala Charan Das, B. A., one of the experienced Head Assistants of the Revenue Minister's office was selected, while the post of Tabulation Officer Srinagar was filled by Pandit Shiv Narayan Fotedar, M. A., who had for some time officiated as Professor of History in the Prince of Wales College, Jammu. For want of suitable Government buildings both the Tabulation Offices were accommodated in rented buildings, the Srinagar office being located at Shahid-Gunj (Tanki-Kadal) and the Jammu office in the vicinity of Dewan's temple. Both the buildings were commodious, accessible to wheeled traffic and were engaged on a reasonable amount of rent. The Jammu Tabulation Office started functioning from the 11th Chet 1987, by which date all the staff had been selected. Arrangements for the supply of necessary furniture comprising Durries, chairs, tables, almirahs, pigeonholes, desks, boxes as per statement appended had been made beforehand by calling tenders and entrusting different articles to different contractors who delivered their supplies on the appointed date. The Srinagar Tabulation Office, however, could not be opened earlier than the 17th Chet 1987 and for its inauguration as also for the inspection of slip-copying work in the tahsils of the Kashmir Province the Census Commissioner personally proceeded to Srinagar.

35. **Establishment.**—The strength of the Srinagar Tabulation Office was comprised of one Tabulation Officer (Rs. 200) two Inspectors (Rs. 75 each), one Special Supervisor (Rs. 40), eight Supervisors (Rs. 30 each), 67 Copyists (Rs. 20 each), one Accountant and Disposal Clerk (Rs. 60), one Record-keeper (Rs. 50), one Assistant Record-keeper (Rs. 30), three Peons (Rs. 14 p. m. each) and one Chaukidar (Rs. 14). The Jammu Tabulation Office while having similar office establishment had a silghtly greater strength of copyists and supervisors because the copying work of Jagirs of Poonch and Chenani was also to be done here.

In response to the advertisements issued a couple of months in advance a thousand applications were received out of which over two hundred selections were made. Since a number of the applicants also belonged to the Mufassil they took several days to join their temporary appointments and in consequence the Tabulation Offices had to wait for a couple of weeks to recruit their full strength. The offices should have been opened on the 1st of Chet, but as the full stock of slips was not printed by the press in time it was considered economical to defer the opening of the offices by a fortnight till we were in possession of the entire material for the slip-copying stage.

A. SLIP-COPYING.

36. Slip-copying.—As already hinted at the close of the last chapter the slip-copying working was also got done through Patwaris at the tahsil head-quarters of such tahsils as possessed good communications to be accessible by motor, so that the Census authorities could personally inspect and supervise the work of the Tahsildars to avoid blunders which the absence of technical supervision was likely to give rise to. The slip-copying work was distributed according to the following scheme :—

Name of Tahsils or Census Units.	Name of office where slip-copying was done.
A.	
1. Jammu City ...	Jammu Tabulation Office.
2. Entire Poonch Jagir (4 Tahsils)	
3. Chenani Jagir ...	
4. Ramnagar ...	
5. Kishtwar ...	
6. Bhadarwah ...	
7. Rampur Rajauri ...	
8. Kotli ...	
9. Basohli ...	
B.	
1. Srinagar City ...	Srinagar Tabulation Office.
2. Karnah Tahsil ...	
3. Ladakh ...	
4. Skardu ...	
5. Kargil ...	
6. Gilgit ...	
7. Political Illaqas ...	
C.	
1. Jammu Tahsil ...	Tahsil Head-quarters.
2. Ranbirsinghpura ...	
3. Akhnur ...	
4. Samba ...	
5. Kathua ...	
6. Jasmergarh ...	
7. Udhampur ...	
8. Ramban ...	
9. Reasi ...	
10. Mirpur ...	
11. Bhimber ...	

Name of Tahsils or Census Units.	Name of office where slip-copying was done.
D.	
1. Srinagar ...	Tahsil Head-quarters.
2. Pulwama ...	
3. Kulgam ...	
4. Anantnag ...	
5. Baramulla ...	
6. Sri Partapsinghpura ...	
7. Handwara including Sopore Municipality ...	
8. Muzaffarabad ...	
9. Uri ...	

From the above it will be clear that every effort was made to economise expenditure by getting as much work out of the Revenue agency as was consistent with accuracy, and a comparison with the last Census would show that while in 1921 only prefunctory work was done in the Baramulla, Anantnag and Kulgam districts through the Revenue and Settlement Departments, at the present Census twenty tahsils have completed their own slip-copying which is an extremely creditable record. A glance at the distribution list will show that work of only remote and distant tahsils where effective supervision was considered impracticable was brought to the Central Tabulation Offices. At the future Census it would be worthwhile to consider the possibility of transferring more work to tahsils as there seems no reason why with improved communications greater precaution and more effective supervision it should not be possible for Poonch and Chenani Jagirs and all tahsils of Jammu Province to undertake their own slip-copying. The extension of this experiment to the tahsils of the Frontier Districts cannot, however, be recommended in view of the difficulty of supervision, supply of the slips and assemblage of Patwaris in a central place.

Instead of having the slip-copying after the completion of the final enumeration there is a second method by which a saving of two months can be effected in the Census period. The slips should be supplied to the Patwaris at the preliminary enumeration with the direction that they should copy these out during the interval between the preliminary and final enumerations. The second improvement is to dispense with the slip-copying stage altogether by conducting the enumeration on the slips direct, instead of the present duplication involved in filling the entries first on the schedule and then transferring them on to the slips. This method has been adopted by the Baroda State at the present Census; but with our present low state of literacy and backwardness of communications it would be hazardous to undertake this experiment because here the entire enumeration work is done usually by the Patwari-supervisors, enumerators in hilly tracts putting up a more or less a dumb show, it would be impossible for the supervisor to traverse his whole circle during the five hours and the new system will therefore involve him in great confusion. Moreover an enumeration book is after all a handy and a safe record being enclosed within a cover while the bundles of slip books are apt to get mixed up, soiled or lost while changing hands.

37. Printing and Supply of Slips.—The slips were printed by the Ranbir Government Press on different kinds of coloured paper although assistance of private book-binders was also sought on payment of wages for cutting them. Although the press was instructed to supply these in bundles of one hundred each yet a good deal of bundling had to be done by the office while preparing packages for the various tahsils. The despatch of slips followed precisely the same method as was observed for the despatch of forms. A full lorry load of slips was sent in charge of a clerk *via* Rawalpindi to Srinagar and the requirements of slips, copying pencils and the slip-copying Hidayats of the various tahsils were delivered at the head-quarters of the tahsils concerned while the requirement of the Srinagar Tabulation Office together with sufficient reserve were delivered to the Tabulation Officer Srinagar. The distribution of slips to the slip-copying tahsils of the Jammu Province did not present much difficulty since each tahsil head-quarter could be reached by a few hours journey.

The only suggestion for the printing and supply of slips is that the slips should be made of thick paper and their number to be printed and distributed should not be calculated with arithmetical precision, but sufficient surplus should always be available at every slip-copying office as a deficiency at any one unit means the suspension of daily work for a hundred copyists which would involve the State in a great loss as the reprinting or despatch from the head-quarters would keep the establishment without work and consequently delay the operations.

38. Outturn.—Although to extract the maximum work the outturn of a copyist was fixed at 400 slips a day yet in practice it was found impossible to reach even half the number in the beginning. It was only towards the end of the slip-copying stage that an average daily outturn of 313 slips per copyist was reached by the Jammu office, although the maximum daily outturn reached by the best copyist went as high as 1,213. Although copyists with low outturn were fined annas 2 per hundred slip copies less but there was no provision for rewarding those who gave an outturn in excess of the prescribed average. In future, it would be in the interests of work if quick and neat copyists turning out correct and larger volume of work are rewarded out of the fines collected from the sluggards. Some disciplinary powers of fining the establishment should also be delegated to the Tabulation Officers for the proper control of the staff and to prevent fudging and fictitious work.

39. Check and Inspections.—In the Tabulation Offices each Supervisor being placed in charge of a gang of 8 copyists was held responsible for accuracy and expedition in the slip-copying work. The Supervisor was to convince himself of the accuracy of the entries copied on the slips by actually comparing a fair percentage of slips prepared by each copyist and he was to be personally responsible for the preparation of register A. The work of the Supervisors was in turn checked by an Inspector who further satisfied himself by examining a convenient proportion of work from the bundles of the different copyists as also the entries of the various slip-copying registers. Over the head of the Inspectors there was the Tabulation Officer who was responsible to the Direction Office for the correctness of the work placed in his charge. The Jammu Tabulation Office had the advantage of immediate supervision and guidance of the Direction Office during the slip-copying stage (Baisakh 1987) while the Srinagar Office enjoyed this advantage during the whole of the sorting stage as the head-quarters of the Direction Office was shifted to Srinagar for the summer months. The slip-copying work either at the Tabulation Office Srinagar or at the tahsil head-quarters was not however allowed to suffer for want of technical guidance as the Census Commissioner personally toured throughout Kashmir Province to check the slip-copying work and give personal instructions to the Tahsildars and other staff in matters of doubt and difficulty. The tahsils of the Jammu Province were looked after by the Assistant Census Commissioner and a touring Inspector. Comprehensive instructions coupled with effective supervision and inspection tours secured the necessary amount of accuracy although in huge operations like the Census some margin of error has of necessity to be allowed for.

40. Errors detected and corrections made.—Apart from the errors of over-sight such as the use of slips of wrong colour or symbol or omission of entries in certain columns which were corrected promptly the more serious mistakes were not comitted during the course of copying but were imported from the schedules which contained the errors of the gratuitous enumerating agency. Since the Census schedules form the basic record upon which depends the ultimate accuracy of figures it is but natural that if the enumeration is faulty no subsequent care can reconcile the results with reality. There is no gain-saying the fact that human nature as it is constituted, will extend only a reluctant or grudging response to calls of gratuitous work and consequently to expect a voluntary enumerator of poor intelligence to work for months without any remuneration and seeking his satisfaction merely in the supposed good accruing to the society from the Census enquiry would be counting too much on the altruistic element in human nature. A paid agency is no doubt more responsible but the enormous funds required to adequately pay 25,000 workers for at least four months rules out the question of remuneration, and we have perforce to content ourselves with voluntary workers although interest among them can be kept alive by granting rewards to selected workers to inspire a spirit of competition.

The principal errors noticed consisted of interchange of entries of caste and sect in column 4 (*b*) and 8 record of "Arora" as sect and "Keshdhari" as caste, between married (*Biaha Hua*) and (*Biahi Hui*) and unmarried (2) confounding of race with caste and caste with sub-caste in column 8. Columns 9, 10 and 11 presented the greatest difficulty to the workers who could not be expected to take the requisite pains in distinguishing correctly between the entries of earners, working dependents and dependents as also in the correct record of occupations which had 196 different headings. Substitution of subsidiary occupations for the principal ones and *vice versa*, vague and indefinite entries such as "*Kashtkari, Lagan Girinda* and *Khud Kasht* etc." for the prescribed "*Malik Khud Kasht, Malik Girinda-i-Lagan, Kasht-Kuninda Muzaria*" and "*Muzaria Girinda Lagan*" and "*Zaraiti Mazdur*" and wrong use of abbreviations imported further errors in the record. Under the heading mother-tongue were found the wrong entries of Sanskrit, Arabic, Gurmukhi, English which should have gone under column 15 (other languages in common use). The column of infirmities contained diseases other than insanity, deaf-mutism, leprosy and blindness. The obvious mistakes were corrected during the slip-copying according to the standard instructions and the proper check and supervision no doubt went a long way in minimising errors.

The slip-copying work was completed in the Jammu office on the 4th of Jeth 1987 and about the end of Har in Srinagar. Special slip-copying of the fertility and sex schedules of the entire State was also got done at the Jammu office.

B. Sorting.

41. General.—The completion of slip-copying was immediately followed by sorting operations by the copyists who automatically changed their name into Sorters and later on into Compilers. Unlike its predecessor this stage took the Tabulation Offices not less than 5 months during which the slips had to be sorted for 20 Imperial and 8 Subsidiary Tables as according to the original programme the Census Commissioner for India had prescribed 28 Imperial Tables but on grounds of financial stringency he, later on, decided to delete 6 tables from the original list making them optional for Provinces and States. The matter was referred for orders of His Highness' Government who directed that the full number of tables be prepared for the State and it is in compliance with these orders that our Table Volume embodies 28 tables instead of 22 prepared by others.

42. Box-making.—The Tabulation Offices at once launched upon the first stage of sortings *i. e.* box-making which requires the packing up of slips of specified denominations into boxes. Besides one pigeon-hole, each sorter was entrusted with two boxes containing sufficient number of slips ranging from 17,000 to 30,000, according to the character of entries: for instance slips for Hindus take longer to sort than those for Muslims and each sorter can sort a larger number of the latter than the former. The slips of each sex and religion, were kept separate and each sorter was given slips of only a number of circles of a particular religion and he kept the male slips in one box and the female slips of the same circle in the other box. Slips of religions with smaller strength such as Jain, Tribal, and Christian whose combined number could be looked after by one sorter were placed in the same box after being tied in separate cloth bags to prevent mixing and confusion. The box-making should not have taken more than ten days but actually it took about three weeks partly due to the delayed despatch by the Tahsildars of the packages of the copied slips which were received in the Central Tabulation Offices in damaged and mixed up condition and consequently required recounting and fresh distribution. Slight delay was also caused by the suppliers of the boxes.

To avoid such delays the boxes should be got prepared and stocked in the Tabulation Offices at least a month in advance of the commencement of sorting while the Tahsildars should be held personally responsible for proper counting, numbering, bundling and packing of the slips which should reach the central offices in time and in a safe condition.

43. Establishment.—It has already been stated that the establishment of the copying stage continued intact during the sorting stage and it comprised 2 Tabulation Officers, 5 Inspectors, 2 Special Supervisers, 22 Ordinary Supervisors, and 157 Sorters. Every effort was made to economise expenditure by restricting leave and avoiding short leave arrangements so far as practicable.

44. Village Tables.—No sooner were the boxes of slips made up than were the village totals struck in Register A from which the totals were posted in village tables known in the local vernacular as *"Dehwar Fahrist Murdum-shamari"*. In our opinion the best method of getting these tables compiled early is to make the establishment of the Tabulation Offices devote about 4 or 5 days after the slip-copying and before commencing the sorting operations. Two copies should be prepared of these tables one of which should as soon as ready be forthwith passed on to the Government Press for printing while the other be retained for correction and check of proofs. Register A should not be destroyed until and unless the entire volume of the village tables has been printed as the loss of a single page in transit or in the press can only be made good either from the office copy or the Register A. Some States have printed village tables on a more detailed form showing besides religious distribution of village-wise population some additional aspects of Census but it is not advisable to make these tables more complex and burdensome.

45. Sorting for Tables.—Sufficient number of printed sorters tickets of different catagories and a consolidated Hidayat for sorting and compilation were issued by the Direction Office in advance and for purposes of equipping the Tabulation Officers with fullest instructions copies of Imperial Code in English as well as of original circulars of the Census Commissioner for India and of the Tables Volume of the 1921 Report of the State were supplied in advance. The instructions were supplemented wherever necessary by fresh circulars containing authoritative interpretations of doubtful points. The Direction Office being at Srinagar was able to supervise and check a good deal of sorting work of the Srinagar Tabulation Office while to help and accelerate the pace of the Jammu office the Assistant Census Commissioner came down to Jammu for a fortnight to personally check and supervise the progress of sorting work in this office. The mistakes detected were corrected under orders of the Tabulation Officers by reference to the original Census schedules. The Tabulation Officer Jammu brought to notice some slips wherein some illiterates were converted into literates and mischief-makers were turned out of the office which had a healthy effect on the rest of the establishment.

46. Out-turn.—The daily out-turn of sorters was fixed in conformity with the provisions of article 18 of the Imperial Code of Census Procedure of 1931 Part II, but in practice it was found that hardly any sorter could come up to the mark inspite of great efforts and devotion of extra time. In the Jammu office which observed morning time throughout summer it was an established practice to open the office in the afternoons in order to enable the slow sorters to make up their deficiency of out-turn. It is therefore only reasonable that some leniency should be shown in the demand of out-turn at least during the initial stages of the work.

47. Completion of Sorting.—The Jammu Tabulation Office succeeded in completing the sorting stage on the 18th Assuj 1989, a fortnight earlier than the prescribed period for which Lala Charan Das, B. A., the Tabulation Officer and his staff deserve our best thanks as it is definitely certain that this success could not be possible unless the establishment was made to work by double shifts to complete the prescribed out-turn. Our experience has not been equally happy with regard to the Tabulation Office Srinagar where the work was delayed abnormally for which various factors are responsible. In the first place the office was started a week later and it had besides to cope with the natural calamity of

1987 floods which created intense dislocation of work for over a week as the entire records and furniture had to be carried to the second and third storeys during the rise of the water and the whole office had to be re-arranged after the subsidence of the flood. The Tabulation Office was actually surrounded by water which had well-nigh entered the compound. The submersion of the small bridge linking the office with the main road impeded communications for a couple of days.

Another disturbing factor was the tense atmsophere created by the communal outbursts of 1931 when owing to panic the establishment did not turn up for some days being in danger of their lives. Even on the restoration of normal conditions it was seldom that the full strength turned up for work and even those who reached the office would spend most of their time in talking about safety rather than put their heart in the work. The Tabulation Officer himself could not attend for a couple of days. The refusal of the Finance Department to the continuance of two offices during the compilation stage on grounds of financial stringency caused further dissatisfaction in the minds of the Srinagar establishment who apprehending the early winding up of their office lost all interest in the work which consequently fell in arrears. Subsequently the Finance Department withdrew its objection and both the offices were retained for a further period of $3\frac{1}{2}$ months for the work of compilation from the 1st of Katik 1988. The commulative effect of all these factors was the delay of about a month and a half in the completion of the tabulation and compilation stages so far as the Kashmir Province and the Frontier Districts were concerned.

48. Suggestions.—The only suggestion calculated to ensure expeditious and successful completion of the sorting stage is a ready stock of printed sorters' tickets for all tables and a comprehensive volume of instructions necessitating no subsequent amendment. Instead of having two boxes per sorter, one for the male and the other for the female slips as prescribed in the Code it will be more convenient and economical to have one bigger box with a partition in the middle and two independent lids and locks.

C. Compilation.

49. Budget Provision and Establishment.—The sorting establishment was provided in the Budget for 5 months ending with the close of the Fasli year 1987-88 (31st Assuj 1988) and two compilation offices with reduced strength were sanctioned in the new Budget 1988-89 for a period of three months and a half and thereafter a combined compilation office at Jammu was provided for a further period of a month and a half to consolidate the provincial figures into all State Tables. The establishment consisted of 2 Inspectors, 8 Supervisors and 50 Compilers at Jammu Tabulation Office, and 1 Inspector, 7 Supervisors, 40 Compilers were retained at the Srinagar Tabulation Office.

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Unlike copying and sorting processes, the compilation is not such a complicated task as to require much study and previous training. Given a simple set of instructions and necessary printed forms the business of the compiler requires simple transfer of figures from the sorters' tickets on to the compilation registers. The compilation work was accordingly started in the Jammu and Srinagar offices immediately after the conclusion of sorting and as soon as the provincial figures of a particular table were compiled these were consolidated for the whole State by a set of compilers and supervisors working at Jammu under the superintendence of the Direction Office. No standard out-turn could be fixed for the compilation stage and the check of out-turn was left to the discretion of the supervising staff, the ultimate responsibility vesting in the Tabulation Officers. The Jammu office completed the provincial compilation within the prescribed time *i. e.* the middle of Magh and launched upon the work of combined compilation office but the work in the Srinagar office was delayed for the reasons already discussed. To complete the work, however, an extension of 15 days in the life of Srinagar office was granted by diversion of funds sanctioned for the combined compilation office at Jammu but this additional period did not suffice for clearing up the pending work and consequently in absence of funds Mr. Rugh Nath Kohli, B. A., an Inspector of the Jammu Tabulation Office was deputed to Srinagar to get the work completed by retention of a set of compilers who were retained by reduction of an equal number from the Jammu office. The Inspector did his best to get the tables in hand completed and returned to Jammu after winding up the office bringing the pending work to Jammu.

The Budget of the combined compilation office having thus been swallowed up by the Srinagar office most of the combined compilation work fell upon the dwindled strength of the Census Direction Office where the preparation of the final tables went on for over two months and it was not till the month of Har 1989 that we were able to send up our final tables.

50. **Suggestions.**—For future the sorting and compilation stages should not be split up but both the processes should be carried on side by side. With each gang of sorters entrusted with the sorting of a particular unit say a district, there should be one compiler to post the entries in the compilation register. This will enable early final compilation and transmission to Census Commissioner for India, and lighten the work in the Tabulation Offices, which otherwise have first to store thousands of sorters' tickets of all the tables and then to re-issue them to the compilers and to take them back again after compilation. Why not hold the gang of sorters under each supervisor responsible both for sorting and compilation of the table sorted and obtain from him the properly compiled table for the whole district? This procedure is recommended for future as in this way much economy seems possible. The other alternative suggestion would be to have only one compilation office after the sorting stage and entrust to it the sorters' tickets of all the tables for both the provinces.. The proper locality for such an office is naturally Jammu as about the time of compilation the Census Commissioner's office moves down to Jammu where the printing of innumerable tickets and forms and their supply can be obtained from the Ranbir Government Press at short notice, lesser expense and botheration.

The most important suggestion for the tabulation stage is that the selection of the Tabulation Officers, Inspectors, Clerks and Supervisors should be confined to persons already in Government service who being permanent servants show greater responsibility as it has been a sad experience of the present Census that the fresh incumbents without substantive appointments to fall back upon are solely interested in prolonging the work to secure extension in their periods of service. They do not take the requisite amount of pains since their jobs being of a few months duration their sole aim is to search for permanent vacancies rather than devote their whole-hearted attention to the work in hand. The recruitment of permanent Government servants from different Government offices on enhanced pays will prove highly conducive to efficiency and promptitude.

D. Report.

51. **Report-writing.**—Before entering upon the Report-writing stage in right earnest the Direction Office was busy for full three months in transmission and exchange of tables with the Census Commissioner for India and the Jammu press. Each table had after preparation to be sent in type to the Census Commissioner for India after whose approval it was passed on to the press and the proofs supplied by the press had after check to be sent again to the Census Commissioner after which the table was considered as finally passed. The mistakes detected during all these stages in printing of figures or the striking off the district, provincial or State tables had to be corrected and sometimes the correction of tables would require weeks of labour of the Direction Office. This work coupled with the preparation of subsidiary tables for which the staff had to work overtime kept the Direction Office fully occupied right upto the end of the financial year 1988-89. In the meantime information called from the Government Departments for incorporation in the Census Reports started pouring in and although most of the departments supplied their data in time the note of the Public Works and the Irrigation Departments was abnormally delayed and it was only after repeated urgent reminders and demi-official letters insisting on prompt supply that the requisite note reached the Census office some time in the month of Bhadon 1989. Some of the departments instead of supplying a brief consolidated

note of decennial activities supplied complete sets of their Administration Reports for the last ten years out of which the requisite material had to be sorted and culled out. To quote instances the information regarding agricultural economic and weather conditions of the decade had to be ferreted out from the voluminous files and statements of the Administration Reports of the Governors of Jammu and Kashmir and Wazir of Ladakh and Gilgit, while trade statistics had to be gathered from the Trade Reports supplied by the Customs Department. We are extremely obliged to the Departmental Heads who took pains and supplied consolidated notes especially the Honourable Chief Justice, the Chief Conservator of Forests, the Chief Engineer, Roads and Buildings, the Director of Industries and the Mineral Survey Officer, the Registrar of Co-operative Societies and the Director of Agriculture.

The real report-writing work was commenced in Bhadon 1989 and completed on the 15th of Magh 1989 *i. e.* in about 5 months time. As each chapter was written up, 2 typed copies of it were forthwith sent to the Census Commissioner for India for favour of perusal and advice. One copy was retained by the Census Commissioner for India for use in connection with the compilation of the All India Census Report while the second copy was returned to us with his suggestions and after incorporation of these suggestions the chapter concerned was entrusted to the Ranbir Government Press for printing. By the time of the winding up of the department on the 15th Magh 1989, 11 chapters out of total number of 12 had been received back from the Census Commissioner for India and been entrusted to the press and the twelvth chapter was also received shortly after the 15th Magh and likewise passed on to the press.

52. **Printing of Reports.**—In this connection it will not be out of place to mention here that it is the first occasion that a highly technical and complicated work like the Census Report is being printed by the Ranbir Government Press, Jammu as hithertofore this work used to be entrusted to private presses. The 1921 Census Report was printed by the Mufid-am-Press Lahore while the printing of 1911 Report was undertaken by the Nawal Kishore Press, Lucknow. The printing at the private presses besides transferring thousands of rupees to other presses costs the State considerable sums of money not only as printing charges but also in the shape of travelling allowances of officers and clerks who are frequently deputed to see to the printing of Reports. The entire printing grant of the Census Department was during this Census placed at the disposal of the Superintendent, Ranbir Government Press, who out of this grant has purchased a new type-casting machine for preparation of fresh type for use in the Reports. The comments on the actual quality of printing have of necessity to be reserved till the Reports see the light of the day. The Honourable Revenue Minister V. N. Mehta, Esquire, I. C. S., has very kindly issued instructions to the press for giving priority to the Census Reports over other works and in consequence it is expected that printed copies of the Reports will be received shortly.

53. **Winding-up.**—The Census office was completely wound up on the appointed date—15th Magh 1989 and the slight pending work was taken over by the office of the Director of Land Records. The term of the Assistant Census Commissioner was however extended till the end of Magh 1989 in connection with the preparation of the final Administration Volume. In the meanwhile Government orders about his appointment as Secretary to the Special Minister were received and he joined the new appointment on the 1st of Phagan 1989 although under Government orders he is to supervise the pending Census work also in addition to his own duties. For the guidance of the future Census workers it is essential to keep a note about the Census records.

54. **Custody of Records.**—The records of the 1921 Census and the Tabulation Offices' records and registers of 1931 were deposited in the Settlement Muhafiz-Khana Jammu while the 1931 records and previous Census reports and Census books were handed over to the Record-keeper of the Honourable Revenue Minister's office for safe custody till the next Census. The furniture and books etc. of the late Private Domains were transferred to the Honourable Revenue Minister's office while the furniture of the Tabulation and Direction Office was auctioned and sale proceeds credited into the State Treasuries. The furniture

articles fetched very good prices at the auctions as in some cases 90 per cent. of the actual cost was realised. Statements regarding furniture etc. are appended. The copies of each of the printed Hidayats and circulars duly bound have been deposited in the Revenue office for use at the time of the next Census.

55. Census Certificates.—In absence of the cash rewards or prizes which could not be granted on financial considerations the meritorious services of selected Census workers were recognized by grant of certificates which fall into four different classes.

Class of Certificate.	Signed by	Persons to whom granted.
Special Certificate ...	His Highness the Maharaja Bahadur ..	District Census Officers and other selected Tahsildars and officers holding Gazetted rank.
1st Class " ...	The Honourable Prime Minister ..	Tahsildars and Charge Superintendents.
2nd " " ...	The Honourable Revenue Minister ..	Supervisors.
3rd " " ...	Census Commissioner ..	Enumerators.

CHAPTER III

Accounts

56. Expenditure incurred.—The details of expenditure incurred on the different stages of the Census operations will be found in the statement appended to this chapter. Statement A gives the abstract figures of expenditure under the various heads incurred during each financial year from the commencement to the termination of the Census. The total life of the Census Department amounted to slightly less than three years on this occasion (from 21st February 1930 up to 27th January 1933) although this period extended over four financial years 1986-87 (8 months only); 1987-87; 1988-89; 1989-90 ($3\frac{1}{2}$ months only). The total cost of Census as shown in the statement comes to Rs. 1,49,508 only out of which Rs. 15,698 and Rs. 443 are recoverable from the Poonch and the Chenani Jagirs respectively being the proportionate share of the cost of Census operations of the Jagirs which were borne by the State from beginning to end.

The more important items of expenditure are establishment (*a*) gazetted Rs. 31,124 and (*b*) non-gazetted Rs. 72,428 (inclusive of Tabulation Offices), both making up a total of Rs. 1,03,552. As compared with 1921 the gazetted establishment registers a decrease of Rs. 10,396, while in the non-gazetted establishment there has been a reduction in expenditure by Rs. 1,116, which is sufficient proof of the genuine efforts made for keeping the expenditure as low as possible. The travelling allowance figures Rs. 15,701 are no doubt high because of the high rates of travelling allowance admissible to the Officer on Special Duty who enjoyed the rank of a Minister and the frequent touring undertaken both by the Census Commissioner and his Assistant in the interests of the Census work. That "inspections are never a waste", is admittedly true in the case of Census for in some places it was the receipt of the tour programme of the Census Commissioner that aroused the Revenue agency to proper activity, and it was not infrequent to find the supervisors and enumerators making a frank confession that prior to the visit of the Census authorities the Census work had not been taken in hand at all. On the receipt of programme the Revenue agency assembled the Census workers and looked up their Hidayats and forms to escape odious remarks and punishments, as left to themselves they regard the work as an unimportant and secondary one. The furniture of the Direction and Tabulation Offices cost a net amount of Rs. 2,342, postage Rs. 2,225, stationery Rs. 2,583, district charges Rs. 1,169, contingencies Rs. 2,557, freight and carriage Rs. 2,430, office-rent Rs. 1,270, and printing and paper Rs. 14,000. With regard to printing and paper a word of explanation is necessary as out of a total of net 14,000, shown as spent

on it only Rs. 81 were paid to the Private Presses, while the rest of the amount has been credited to the State Government Presses which printed almost the entire Census requirements on the present occasion. If this amount were deducted the total expenditure at the 1931 Census would be reduced to (Rs. 149,598—14,000)= Rs. 1,35,508. The notes attached to the statement A explain the deductions made from the gross expenditure under the heads concerned. Statement B represents the district charge.

Statement C supplies the details of Rs. 50,162-1-9 spent on compilation which is comprised of the following items:—

		Rs. a. P.
Offices of the Tabulation Officers and the copying, sorting and compilation establishment	...	44,914-12-0
Furniture	...	1,879-0-0
Office-rent	...	1,270-0-0
Travelling allowance	...	196-0-0
Contingencies	...	425-0-0
Paper and printing charges	...	799-0-0

The expenditure under paper and printing is rather low on account of difficulty of separating the actual figures of printing charges and paper incurred during this stage from the remaining stages.

57. Expenditure per mille.—It is a matter of gratification to note that the incidence of cost per mille of the population works out approximately at Rs. 41 which is less by Rs. 3 than the corresponding incidence at the last Census. In case Rs. 14,000 spent on printing were also deducted since the amount mostly involved only book transfers and should not have been provided in the budget on the analogy of other Government Departments, the cost per mille will undergo further reduction. According to the present practice no Government Department pays a penny towards printing charges for work printed at the Government Presses and there seems absolutely no justification why the Census Department should form the only exception by paying these charges. The amount was got provided to guard against the contingency of refusal of Government Presses to turn out the work in time or their inability to take up technical printing for want of proper equipment. The Cochin Census Report also furnishes an analogy for exclusion of such costs as will be amply borne out from the following extract out of the Cochin State Census Administration Report:—

> "The expenditure incurred by the State in connection with Census operation from the date of my appointment as Census Superintendent in January 1930 up to the 15th November 1932 is Rs. 36,132-8-5. This does not include the cost of the forms, reports etc., printed at the Cochin Government Press, which is debited to stationery and printing".

The exclusion of this item would reduce the actual cost to Rs. 135,508 on the basis of which the cost per mille works to Rs. 37 only *i. e.*, Rs. 7 less than 1921.

While the cost per mille has been much lower the work at the present Census has been much greater than that of the 1921 Census as against 24 tables (22 Imperial and two Provincial) of 1921, the present Census has 28 tables (20 Imperial and 8 State). Besides these the infant mortality and fertility enquiry required the preparation of eleven more tables and the addition of a separate sub-chapter to the Census Report.

These results have been achieved by a policy of strict economy which has been our guiding principle throughout the operations. Substantial contributions to the spirit of economy were made by the stringency of finances.

58. Savings effected.—The following statement shows the savings effected out of the budgetted expenditure :—

		Budget Grants.	*Actual Expenditure.*
		Rs.	Rs.
1986-87	...	40,145	34,020
1987-88	...	94,500	67,895
1988-89	...	51,900	47,465
1989-90	...	6,013	5,656
Total	...	192,558	155,036

Savings 192,558−155,036=Rs. 37,522.

It is really a matter of congratulation that these savings were made in spite of the Budget allotment having been fixed at the bed-rock minimum during days of financial stringency. The above are no doubt the actual figures prepared from registers by the Census Accountant although their final verification with the Accountant-General is not possible as the Accountant-General has not yet closed the accounts of the financial year 1988-89, while the Census Department has been finally wound up with all its establishment, records and account books.

(*a*) ABSTRACT OF EXPENDITURE.

	Serial No.	Head with Sub-head.	1986-87.	1987-88.	1988-89.	1989-90.	Grand Total.	Less.	Total net expenditure.
			Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Fluctuating charges.	1	Salaries ..	22516 13 11	8,740 10 0	7,337 0 0	2,385 0 0	40,979 7 11	9,855 0 0	31,124 7 11
	2	Establishment ..	5,597 12 0	38,608 12 0	26,414 12 0	1,806 12 0	72,428 0 10	......	72,428 0 10
	3	Travelling allowance ..	6,828 0 0	6,632 12 0	1,709 7 0	565 0 0	15,735 3 0	34 2 0	15,701 1 0
	4	Furniture including Almirahs and tables ..	2,234 8 0	1,879 5 3	......	......	4,113 13 3	1,770 14 0	2,342 15 3
	5	Postage and telegrams ..	750 0 0	1,110 0 0	165 7 0	200 0 0	2,225 7 0	......	2,225 7 0
	6	Stationery local purchases ..	76 15 0	57 15 0	......	......	134 14 0	......	134 14 0
	7	„ Depot ..	1,224 7 5	999 1 5	175 8 2	50 0 0	2,449 1 0	......	2,449 1 0
	8	District charges ..	1,169 14 0	......	......	......	1,169 14 0	......	1,169 14 0
	9	Contingent ..	290 15 6	1,582 11 0	608 14 6	150 0 0	2,632 9 0	75 5 9	2,557 3 3
	10	Freight and carriage ..	318 8 0	1,190 4 9	421 9 0	500 0 0	2,430 5 9	......	2,430 5 9
	11	Uniforms ..	173 0 0	121 3 0	......	......	294 3 0	......	294 3 0
	12	Bicycles ..	230 0 0	......	......	......	230 0 0	......	230 0 0
	13	Printing at Private Press ..	......	75 0 0	6 0 0	......	81 0 0	......	81 0 0
	14	„ „ State „ ..	2,464 9 6	6,138 14 3	8,966 11 6	......	17,570 3 3	3,650 4 0	13,919 15 3
	15	Office-rent ..	......	758 13 0	511 12 8	......	1,270 9 8	......	1,270 9 8
	16	Payment to Enumerators in Gilgit Agency ..	......	......	748 14 0	......	748 14 0	......	748 14 0
	17	Bonus ..	......	......	400 0 0	......	400 0 0	......	400 0 0
		Total ..	43,875 8 2	67,895 5 8	47,465 15 10	5,656 12 0	164,893 9 8	15,385 9 9 say	149,507 15 11 Rs. 149,508 0 0

NOTES—1. Rs. 9,855 have been deducted from the total amount on account of salary of Officer on Special Duty as agreed to by the Finance Department *vide* his letter No. F-6298, dated 9th August 1832, to the address of the Minister for Revenue and Agriculture.

2. "Printing" includes cost of paper purchased directly by the Department from the outside Paper Mills but the figures under Private Press are free from this. Rs. 3,650-4-0 deducted from the total of printing represent Rs. 3,342-14-0 the cost of paper paid directly by the Census Department as well as Rs. 307-6-0 refund of printing charges into the Jammu Treasury under Treasury receipt No. 77, dated 2nd Phagan 1987.

3. Rs. 1,770-14-0 have been deducted on account of sale proceeds of the stock articles.

(b) District Census Charges.

District Office Establishment.	Home-numbering.	Remuneration of Census Officers.	Travelling allowance of Census Officer.	Purchase of Stationery.	Postage.	Freight.	Miscellaneous	Total.	Remarks.
1	2	3	4	5	6	7	8	9	10
Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
1,584 8 0	1,129 8 0	.....	14 0 0	1,114 5 10	12 0 0	471 2 6	398 1 0	3,723 9 4	

(c) Compilation.

Pay of Establishment.	Travelling allowance.	Office-rent.	Purchase of furniture.	Stationery.	Contingencies.	Purchase of papers and printing charges.	Total.	Remarks.
1	2	3	4	5	6	7	8	9
Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
44,914 12 0	196 9 0	1,270 9 8	1,879 5 3	676 4 7	425 0 9	799 8 6	50,162 1 9	

(d) Statement of Receipts.

Refund of contingencies, carriage and district charges.	Refund of printing charges.	Refund of travelling allowance and pay.	Sale proceeds of stock articles etc.	Total.	Remarks.
1	2	3	4	5	6
Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
75 5 9	307 6 0	34 2 0	1,770 14 0	2,187 11 9	

List showing the furniture purchased for the office of Direction and Control and Tabulation Offices at Jammu and Srinagar.

Serial No.	Articles.	Number of articles purchased.	Price.	Remarks.
1	2	3	4	5
	Direction Office.		Rs. a. p.	
1	Officers' tables ..	4	271 0 0	
2	Office chairs cane seated ..	20	202 0 0	
3	Do. cushion seated ..	30	287 0 0	
4	Do. plywood ..	4	26 0 0	
5	Two sofas with six sofa chairs ..	8	290 0 0	
6	Tea-poys ..	8	62 0 0	
7	Book troughs ..	2	12 0 0	
8	Durries ..	9	30 14 0	
9	Masnads ..	6	158 0 0	
10	Table cloths ..	2	5 0 0	
11	Wooden stools ..	8	15 0 0	
12	File racks ..	4	49 8 0	
13	Superior table ..	1	35 0 0	
14	Office tables ..	16	274 0 0	
15	Easy exhibition chairs (willow) ..	2	24 0 0	
16	Waste paper baskets ..	13	19 0 0	
17	Iron trunk ..	1	5 8 0	
18	Almirahs ..	4	108 0 0	
19	Bench wooden ..	1	10 0 0	
20	Commode ..	1	6 0 0	
21	Jug and Chilmichi ..	2	....	
22	Carpet ..	1	157 0 0	
23	Clock ..	1	25 0 0	
24	Iron Sagries ..	4	9 0 0	
25	Paper racks ..	6	....	
26	Cycles ..	2	230 0 0	
27	Door mat ..	2	....	
28	Towel ..	1	0 10 0	
29	Locks ordinary ..	29	6 3 6	
30	Garvi and glass brass ..	2	....	
31	Cotton rope ..	1	....	
	Tabulation Office, Jammu.			
32	Durries ..	13	243 3 6	
33	Table cloth ..	1	2 8 0	
34	Locks ordinary ..	206	39 0 0	
35	Chairs plywood ..	14	73 8 0	
36	Tables for office ..	6	109 0 0	
37	Desks ..	90	112 8 0	
38	Pigeon-holes ..	112	126 0 0	

Serial No.	Articles.	Number of articles purchased.	Price.	Remarks.
1	2	3	4	5
	Tabulation Office Jammu —(*continued*).		Rs. a.p.	
39	Pigeon-hole covers ..	85	{ 26 9 0 / 24 0 0	
40	Boxes ..	97	95 10 0	
41	Time-piece ..	1	8 0 0	
42	Tea-poys ..	2	7 0 0	
43	Almirahs small ..	3	45 0 0	
44	Do. large ..	5	142 3 0	
45	Chicks ..	4	8 14 0	
46	Wooden ladder ..	1	6 0 0	
47	Office board ..	1	......	
48	Door mats ..	1	2 12 0	
49	Waste paper basket ..	1	1 0 0	
50	Tumblers Aluminium ..	2	0 8 0	
	Tabulation Office, Srinagar.			
51	Tables ..	5	49 8 0	
52	Tea-poys ..	2	5 0 0	
53	Pigeon-holes ..	75	187 8 0	
54	Desks ..	67	167 8 0	
55	Boxes ..	79	125 2 0	
56	Pigeon hole-covers ..	67	41 14 0	
57	Almirahs ..	7	98 0 0	
58	Chairs plywood and cane seated ..	10	54 0 0	
59	Stools ..	3	3 0 0	
60	Paper Tray ..	4	4 0 0	
61	Durries ..	7	121 11 0	
62	„ small ..	8	13 0 0	
63	Curtains ..	2	3 1 9	
64	Door mat ..	1	2 4 0	
65	Time-piece ..	1	5 0 0	
66	Locks ordinary ..	140	29 12 0	
67	Lantern ..	1	2 0 0	
68	Martor ..	1	0 12 0	
69	Paper rack ..	1	......	
70	Iron stoves ..	2	11 0 0	