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**Census of India, 1941**

VOLUME XXII

**JAMMU AND KASHMIR**

**PART IV**

**THE ADMINISTRATION REPORT**

BY

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**CENSUS COMMISSIONER, JAMMU AND KASHMIR STATE**



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# CENSUS OF INDIA 1941

## VOLUME XXII

### JAMMU & KASHMIR STATE

#### PART IV



#### ADMINISTRATION OF THE CENSUS

##### CHAPTER I.

##### PRELIMINARY ARRANGEMENTS.

**Appointment of Census Commissioner.**—The Government of India having communicated its decision to hold an All-India Census in 1941, His Highness' Government appointed me Census Commissioner for the Jammu and Kashmir State with effect from December 21st, 1939, *vide* Order No. 767-C of 1939 dated August 7th, 1939. At the same time I was informed that a lump sum grant of Rs. 25,000 had been provided in the State budget for the next year. I was invited to submit my proposals for the conduct of the Census.

At the time I was on short leave and due to officiate as Inspector-General Customs and Excise from August 21st, 1939 to December 20th, 1939; actually I did not hand over charge of the Customs Department until January 4th, 1940.

During the period August 21st, 1939 to January 4th, 1940 correspondence connected with the Census was dealt with in addition to my duties as Inspector-General Customs and Excise. The first matter to receive attention was the definition of the Census Commissioner's administrative, financial and executive powers. Other matters taken up related to the provision of office accommodation, the preparation of budget estimates for the remaining part of the financial year Sambat 1996-97, the provision of office furniture and stationery, the registration of a telegraphic address, arrangements for the selection and appointment of a staff for the Direction office and other necessary preliminary details.

**2. Status and Powers.**—His Highness' Government *vide* Order No. 1352-C of 1939 sanctioned the inclusion of the Census Commissioner in the list of Officers Class I published in Council Order No. 139-C of 1939 and in addition delegated the following special powers :—

- (i) to sanction temporary establishment for which funds have been provided to the extent of Rs. 80 per mensem, provided that the appointments are not for a longer period than six months and provided also that a report is submitted to Government ;
- (ii) to obtain stationery articles from sources other than the Stationery Depot : provided their price does not exceed the cost fixed by the Civil Supply Department and that the sanction of the Minister-in-Charge is obtained before the order is placed ;

- (iii) to place orders for printing with presses other than the Government Press provided that the sanction of the Minister-in-Charge is obtained and the Government Press certifies its inability to undertake the work.

**3. Budget for 1996-97.**—It has been stated above that in the general budget proposals for 1996-97 His Highness' Government made lump sum provision of Rs. 25,000 for Census operations. I submitted detailed budget proposals amounting to Rs. 42,627 based on the abstract of expenditure given in the Administration Report for the 1931 Census for the corresponding period (1986-87). His Highness' Government, in the interests of economy, cut down the provision to Rs. 31,054. The cuts affected both staff and contingencies. Subsequently, revised budget proposals were submitted amounting to Rs. 37,423 which were based on a more accurate knowledge of our requirements. This provision proved more than sufficient.

**4. Staff.**—During the period January 4th to January 13th, 1940, I had no office premises and no staff. I carried on the work at my house. After considerable effort, I managed to secure suitable premises for occupation on January 14th. A typist and peon were appointed on January 14th and an accountant on February 27th. I continued with this restricted staff until 31st March.

Every endeavour was made to get trained clerks for the Direction Office but government servants were unwilling to take up the posts to be filled; the terms sanctioned were not sufficiently attractive for the type of men required. The details of the posts and grades etc., are given in Chapter V. The posts were advertised in the State Gazette and in selected newspapers of both Jammu and Srinagar. There was no dearth of applicants but selection was not easy because provincial and communal claims had to be considered as well as the requirements of the Department. At the beginning only one man in government service was obtained. He was appointed to the key post of Office Superintendent. Later the services of another man in permanent service were obtained. Luckily, I was able to appoint two men experienced in office routine who had been retrenched from another government department. After a short while the whole staff settled down to good work with one exception; with the latter's resignation and prompt replacement by a clerk of good previous experience the work was done smoothly and well. Those lacking previous experience worked hard and soon mastered the duties they had to discharge.

**5. Accommodation and Furniture.**—Whilst I was still officiating as Inspector-General Customs and Excise, I commenced enquiries about office accommodation both at Jammu and Srinagar. The Chief Engineer, Public Works Department stated in definite terms that no government premises were available at either place. In these circumstances, His Highness' Government authorised me to obtain on rent, not exceeding Rs. 100 per mensem, any private house I could secure that was suitable for an office, *vide* Order No. B-7 of 1940. Premises were obtained by January 14th as already stated. Office furniture was purchased as required; for a time some was hired. A list of office furniture and equipment purchased will be found in Appendix 'A' at the end of Chapter V. The purchase of costly articles was avoided; our only consideration was utility.

**6. Location of Direction Office.**—In every previous Census the Direction Office has moved with Government to Jammu and Srinagar. On this occasion, not only due to the difficulty of obtaining suitable accommodation at a reasonable rent, but on other considerations too, I proposed to His Highness' Government that the Census Commissioner's Office should be located for the whole period of operations at Srinagar. The proposals were accepted and sanctioned. This decision has produced considerable saving in charges for rent, travelling allowance and cost of furniture. Time and labour involved in the six monthly move have been saved too. No disadvantages have become apparent. The department, being a temporary one, has no close ties with other Government departments and the nature of his duties does not make it imperative that the Census Commissioner should be continuously at Government headquarters. On the contrary, he should move about the State as much as his duties permit.

**7 Delhi Conference.**—At the 1931 Census the Census Commissioner for India called a conference of State and Provincial Census Officers for the whole of India just before enumeration was due to commence, *vis.*, on January 7th and 8th, 1931. At this Census, the Census Commissioner for India called the conference at the commencement of our operations, *vis.*, from February 20th to 22nd, 1940. The conference was later than anticipated due, it is believed, to the fact that the Government of India

had had under consideration the question whether, in view of the outbreak of war, there should be an All-India Census or not. I attended the conference. Many important points covering a large range of subjects were discussed. The Census Commissioner for India explained the general scheme for the Census and obtained suggestions and views from State and Provincial Census Officers.

**8. Meetings and Discussions.**—As soon as possible after my return from the Delhi Conference I proceeded to Jammu and discussed the more important matters connected with the Census with the Hon'ble Revenue Minister, the Minister-in-Charge. The Hon'ble Prime Minister gave me an interview at which various matters were discussed. Various points connected with the Census were also discussed with the Heads of Departments closely concerned with Census operations. At my request the Governor Jammu Province called a meeting at his office on 8th March 1940. This was attended by all Wazirs of the Province and those Tehsildars able to do so at comparatively short notice. The general scheme for the Census was outlined and explained; questions were answered and every effort was made to give those present a clear idea of the fundamental principles governing Census operations and the changes that were to be introduced as compared with 1931 and the reasons for these changes.

On my return to Srinagar a meeting was convened at my office which was attended by the Governor Kashmir Province and as many Wazirs and Tehsildars of the Province as could conveniently do so. A second meeting was held on May 22nd. These meetings were similar to that held at Jammu.

On March 14th a circular order was issued by His Highness' Government and published in the State Gazette, under Secretary to Government, Revenue Department No. B-84/1940 dated 14th March 1940, calling upon all government officials to co-operate with the Census Department and to assist its activities in every possible way.

The State Census Act No. III of 1937 was passed by the Praja Sabha on March 27th, 1940 and later received the assent of His Highness the Maharaja Bahadur.

Later in the year (November 6th, 1940), when all necessary instructions for every stage of the work had been issued, a public meeting was convened at the Sri Pratap College, Srinagar. At this meeting I read an address on the 1941 Census. This was afterwards printed and copies were issued to all District Census Officers and Tehsil Census Officers for information with the suggestion that they should convene similar meetings in their respective areas to educate the public on the subject and make them census-minded.

**9. Programme of Operations.**—Immediately after my return from Jammu in March 1940 instructions were drafted for the first stage of the actual Census operations. At the same time a comprehensive note was prepared giving the general scheme of the Census, the organisation for carrying it out, the names of Census districts and the subordinate Tehsil Census areas and the Census 'Code' numbers allotted to each. In addition a calendar was drawn up showing the date by which each stage of the Census operations should be completed. These instructions were sent to the press for printing in two separate 'Instructions' or 'Hidayats' on March 23rd and April 1st, respectively.

**10. Paper and Printing.**—It was quite clear that it would be well to take up the question of paper and printing at the earliest opportunity. At the Delhi Conference I had asked the Census Commissioner for India if he could undertake to meet our requirements of enumeration slips as well as those of the provinces of British India from the bulk order for slips he had placed with the Government of India Press, Calcutta. At first he held out hopes of being able to do so; later he regretted his inability to arrange for the supply.

I therefore saw the Director of Industries as early as possible during my visit to Jammu early in March. He promised to give the matter early attention. I suggested the placing of an order immediately for paper supplies well in excess of estimated requirements as, owing to the war, prices were rising. Immediately after my return to Srinagar I sent the Director of Industries an estimate of forms, enumeration slips and hidayats etc., likely to be required. It was agreed that the Director of Industries and the Superintendent Ranbir Government Press between them should calculate and make full arrangements for all paper required. This was the obvious course. It was also agreed that printing as far as possible would be done by the Ranbir Government Press, Jammu.

We experienced no difficulty about paper supplies but the quality of paper available for use for the printing of enumeration slips was inferior to that arranged for by the Census Commissioner for India and supplied to Provincial Census Officers in British India. But with the Census Commissioner for India's inability to meet our request for supplies we had no alternative but to accept what was available. Not to have done so would have seriously delayed the arrangements for printing, binding and issue of our pads of enumeration slips (50,000 pads of 100 slips each). Besides enumeration slips the main work to be done was the printing of hidayats, the instructions for enumerators and the Census Code. Instructions for the first time were issued in English as well as Urdu; in some cases in Hindi characters too. All hidayats were published in the State Gazette for general information. Appendix 'B' at the end of Chapter V gives the list of hidayats drafted, the dates copies were sent to the press for printing, the date the printed copies were received back and the date they were issued to districts and tehsils. There were delays in some cases but on the whole the Ranbir Government Press carried out our printing orders well. The rates charged by the Ranbir Government Press were high compared with quotations by local private presses but the Director of Industries agreed to charge us 50 per cent. of normal printing charges. The charges of the Central Jail Press Srinagar were extortionate and delay in one case was serious.

Appendix 'C' shows the number of hidayats, forms etc., printed, used and surplus to requirements. It is imperative in Census operations not to run short of forms. The surpluses indicate close estimates rather than the reverse.

His Highness' Government sanctioned my proposal to purchase a cyclostyle. The sanction was rather delayed and the fullest benefit was not secured for this reason but it proved a great help and economy. Thousands of circulars on different subjects were taken off and heavy printing charges saved. More important, time was saved and we were able to draft, print and issue circulars in three days which if sent to the press would have taken about a month, possibly more.

**11. Stationery.**—The great bulk of our stationery requirements was obtained from the Central Stationery Depot under standing Government orders. Petty supplies were obtained by local purchase when the Depot was unable to supply either because they did not stock the articles required or were out of stock. Appendix 'D' at the end of Chapter V gives details of stationery obtained from (a) the Central Stationery Depot, (b) by local purchase and the cost involved in the case of the latter. District Census Officers were asked to submit their stationery requirements for district and tehsil offices. In some cases their demands were excessive and had no basis of any kind. Consequently, I had to fix a scale. Similarly, a scale was fixed for issue to Charge Superintendents, Supervisors and Enumerators. This is given in Appendix 'E' at the end of Chapter V. Tehsil Census Officers were provided with funds to make purchases of earthen inkpots for issue to Enumerators wherever this was possible to save breakage in transit and heavy transport charges. Where purchases in the mofussil were not possible supplies were arranged for and made by my office.

At the next Census it is suggested that stationery supplies be arranged for the Direction Office and for Districts at an early date in accordance with the scale given in Appendix 'F' at the end of Chapter V. Some modifications may be necessary to meet the requirements then existing but the statement given should be of great assistance to my successor as Census Commissioner.

The main item of stationery is naturally enumeration slips or schedules. Appendix 'G' at the end of Chapter V gives a statement of the number of pads of enumeration slips issued to Tehsils. The packing and issue of these is a big job. Those for Jammu Province were issued direct from the Ranbir Government Press. My Office Superintendent was sent to Jammu to supervise their despatch.

The main difficulty experienced was due to the dilatory and unsatisfactory methods of the Government Carriage contractors. This point requires attention at the next Census. Pads for the Kashmir Province and Ladakh were sent to the Direction Office at Srinagar and distributed from there. It was experienced that the demands by District Census Officers and Tehsil Census Officers cannot be relied upon for accuracy. In most cases demands were excessive. It was well that the required number had been calculated in my office. To have done otherwise would have resulted in great wastage and inevitable shortage in supply at the last moment. A special hidayat was issued giving instructions for the proper receipt, handling and issue of enumeration slips but it became obvious later this was in many cases ignored. This point requires attention at the next Census. Fifty lacs enumeration slips were ordered, some 40 lacs were properly used. The balance 10 lacs slips was accounted for by slips

wasted, mutilated, damaged and unused. This is 25 per cent. of the number properly used. My successor in 1950 will be well advised to provide slips for the 1941 population, plus 10 per cent. for increase of population plus 25 per cent. spare ; say, 55 lacs slips. The percentages given, 10 per cent. for increase of population and 25 per cent. for wastage, mutilation and spares, were the basis of my calculations for this Census.

House-numbering material may be discussed under ' Stationery '. The Jammu and Srinagar Municipal authorities were asked to undertake house numbering on a permanent basis. They expressed their inability to do so. The materials authorised for use all over the State for ordinary house numbering were geru (Ochre) and oil. A special hidayat was issued on the subject. There is no reason why local authorities should not use other ingredients if they so desire provided they are not more expensive. The approximate number of houses in any tehsil or municipality is known beforehand from details recorded in the General Village and Town Register. The scale allowed was  $1\frac{1}{4}$  chattak each of geru and oil for every unit of 50 houses as in 1931. The scale need not change in future but the price of geru and oil might. It varies slightly in different areas. Funds were made available to all Tehsil Census Officers on this basis.

**12. Particular Note.**—I have deliberately written at length about Paper, Printing and Stationery. Matters pertaining to these items cause the Census Commissioner anxiety in one form or another from the beginning of his duties to the end. If he ignores them he will do so to his regret. None of these items is necessarily a feature of " preliminary arrangements " but nevertheless they have their place. The fact that they continue to be of importance throughout the operations does not affect their importance in the preliminary stages. I record these notes primarily for the benefit of my successor in 1949-50-51.

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## CHAPTER II.

### ENUMERATION.

**13. General Scheme for the Census.**—The general scheme for the Census was not exactly the same as that followed in the past. There were changes in two respects. Firstly, in previous Censuses the actual enumeration was carried out in two stages—"Preliminary Enumeration" and "Final Check." The 'Preliminary Enumeration' consisted of recording the answers to questions by the enumerators on the Census schedules with respect to all persons to be censused some period before the date fixed as 'Census Day'. This was followed on 'Census Day' by a 'Final Check' between the hours of 7-00 P. M. and midnight. The record as checked and corrected on Census Day was the record accepted for tabulation. Between the hours mentioned all movement of the people was restricted as far as possible and the householder was desired to stay at home, awake, with a light burning until the enumerator had visited him. Road traffic, cinemas and theatres were stopped during these hours to facilitate an accurate census. On this occasion enumeration was carried out as one continuous process commencing in all normal areas on February 1st, 1941 and finishing on March 2nd. Census Day was March 1st. On March 1st and 2nd adjustments were made in the record for births and deaths occurring during the period of enumeration. The slips of those already enumerated who had died up to Sunrise on March 1st, 1941 were cancelled; a new slip was written for all those born during the enumeration period, not already entered in the record, up to Sunrise on March 1st. The Census on this occasion was based on "normal place of residence" as opposed to "actual presence at a fixed place at a fixed time" in 1931. "Floating" population, such as those living in boats, nomadic tribes, and the homeless etc., were enumerated on Census Day as in 1931.

Secondly, at the last Census the population was enumerated on schedules the entries in which had to be copied on to slips before tabulation could be started. There were two kinds of schedules in 1931—the ordinary schedule which was filled up by the enumerator and the Special Household Schedule filled up by the occupier of a house. At this Census the ordinary schedule was displaced by pads of enumeration slips consisting of 25, 50 or 100 slips to a pad. The pads were originally bound to contain 100 slips; some were split up later into pads of 25 and 50 for economy in use of pads. The entries in these slips became the actual Census record and copying was dispensed with. A small number of Special Household Schedules was issued. Entries in these had to be copied on to slips later. Enumeration of passengers on running trains, buses, troops on the march etc., which was carried out in 1931 was dispensed with on this occasion. Visitors, found in a house on March 1st, were asked if they had been censused. If they replied in the affirmative their statement was accepted; if in the negative details regarding them were entered on a slip. Troops were enumerated at their stations.

**14. Various stages of the Census.**—The main stages of the Census on this occasion as previously were :—

- (i) Preparation of the General Village and Town Register.
- (ii) Formation of Census divisions and appointment of Census officials.
- (iii) House Numbering and the preparation of House Lists.
- (iv) Training the Enumeration Staff.
- (v) Enumeration and submission of record.

**15. General Register.**—The preparation of the General Register, which gives a complete list of all villages and hamlets in rural areas and wards and mohallas in urban areas and the number of houses in each such unit, is necessary under the present Census system to obtain details for the formation of Census blocks and circles. If the village were made the enumerator's unit in rural areas and the mohalla in urban areas this register could be dispensed with. The enumerator's block would become, in most cases, much larger. At the same time there is much to be said for using as Census divisions the existing village and mohalla units into which rural and urban areas are divided; certainly in the case of the

village. The General Register was due for completion in all areas by May 31st, 1940. Instructions were issued to all areas on April 25th. Tehsil Census Officers were required to prepare an abstract for their respective areas and submit this to the District Census Officer. District Census Officers were required to submit complete abstracts for their districts to the Direction Office. In very few cases was the work completed punctually. In the case of Jammu City, Srinagar City and Chenani Jagir districts these abstracts were not submitted correctly until months after the date fixed.

**16. Census Divisions.**—For the taking of a Census the country is divided into divisions. The administrative district is the Census district, next come the Tehsil sub-divisions. Jammu and Srinagar cities and the Poonch and Chenani Jagirs form separate Census districts. Tehsils are divided up into Charges and Charges into Circles and blocks known locally as 'illaqas', 'halqas' and 'chaks'. The Wazir always acts as District Census Officer and the Tehsildar as Tehsil Census Officer. For the subordinate Census divisions suitable officials and non-officials are, in practice, selected by the Tehsil Census Officers for their own area subject to the approval of the District Census Officer and confirmation and appointment by the Census Commissioner.

At this Census the Governors of the two provinces, Jammu and Kashmir, were given a place in the Census organisation and acted as Provincial Census Officers in their respective administrative areas less the cities of Jammu and Srinagar. Wherever possible the Charge was made to coincide with some existing administrative area such as a girdawar circle or a town area. Detailed instructions were issued and special emphasis was laid on the necessity for care that Census divisions did not overlap and that no village or mohalla was included partly in one circle or charge and partly in another. There could be two blocks in one village but a block could not be partly in one village and partly in another. The village or mohalla is the unit of abstraction at the tabulation stage. The number of houses included in a block averaged 36.9 in non-city areas but was higher (46.25) in city areas; it was as much as 56.4 in Jammu City. This average was higher than for the 1931 Census. The average number of blocks per circle was 12 and the average circles per charge was 6.5. These figures are lower than for 1931. This gives an average of 2,888 houses per charge in non-city areas. All Census divisions were numbered serially. Charges were numbered by districts; circles and blocks by Tehsils. Districts and Tehsils were also allotted numbers. With the formation of Census divisions completed, Tehsil Census Officers were required to prepare Charge Registers and to submit copies to the District Census Officers. These registers give details of the houses, blocks and circles in each Charge. The District Census Officers were required to prepare an abstract for their districts and submit this to the Direction Office by July 31st, 1940. In most cases these district abstracts were received very late. The abstracts of the Charge Registers for Jammu City and Srinagar City were submitted 3 months late, that for Mirpur 2 months and those for Baramulla and Anantnag one month late.

In creating Census divisions special arrangements were made to meet special requirements and to obviate dual control. For instance, the whole Jammu Cantonment area was included in Jammu Tehsil; the whole Badami Bagh Cantonment area was included with Tehsil Khas; palace areas in Jammu were included with Jammu City; palace areas at Srinagar were included with Srinagar City. The three villages known as the Karloop Jagir, belonging to Poonch, were censused under arrangements made by the Poonch Jagir authorities but the population will be included with the Tehsils in which they are located, as in the past.

**17. Appointment of Census officials.**—The issue of appointment orders to Census officials involved an enormous amount of work. The actual number came to 23,156, including duplicates on account of deaths, substitutes etc. All of these had to be filled in, signed and issued by the Direction Office because the Census Act was defective, in that whilst it empowered the Census Commissioner to make appointments of Census officials it did not authorise him to delegate such power to District and Tehsil Census Officers. This defect threw a tremendous amount of extra work on to my office. The Census officials consisted of Provincial Census Officers 2, District Census Officers 14, Tehsil Census Officers 37, Charge Superintendents 258, Supervisors 1,706, Enumerators 19,997. Efforts were made to get the defect in the Census Act removed by amendment but in this I was unsuccessful. It is necessary that the defect be removed when a similar act is passed before the next Census, preferably in the autumn session of the Praja Sabha preceding the Census rather than in the spring session just after Census operations have commenced. It takes time to get copies printed and issued.

Experience has shown that District Census Officers and Tehsil Census Officers, in some cases at least, were neglectful of their duties and very careless in their selection of officials and non-officials for

duty as Census Officers. Whilst we must be grateful for the large amount of Census work done by many officials and non-officials without payment of any kind, and done well, it has to be recorded with regret that many officials did not give to the work that attention it required. This was most noticeable in the cities. I refer particularly to some of the more senior officials who were selected for duty as Charge Superintendents and Supervisors in Srinagar. At the other end of the scale many of the enumerators appointed in rural areas were found to be illiterate and had to be replaced. Where replacement was not possible the Supervisor was directed to do their work himself. Because of the difficulty experienced I suggest that at the next Census in rural areas the village should form the block. The circle, wherever possible, should coincide with the patwar circle and the charge with the girdawar circle. If this be done the most use will be made of the existing administrative units and those responsible for control within them. If the patwari, as supervisor of a circle, knows that he will have to do the bulk of the work in his circle unless he finds and selects good enumerators for work in each village, he will take good care to find good men and recommend them for appointment as enumerators. With non-simultaneous enumeration as carried out at this Census, based on 'normal place of residence', there is no reason why writing up of the Census record on to the slips should not be carried out over a period of two months instead of one where this longer period is necessary. There is little movement at this time of the year except in the cities. With the increased period for enumeration the objection to the village as a block on account of its size disappears.

**18. House Numbering.**—Successful enumeration depends to a great extent on the accuracy and care with which the house-numbering stage of the work is carried out. This consists of giving a consecutive number to every house in each village or mohalla. As previously stated, it was suggested to the Jammu and Srinagar Municipal authorities that they should carry out house-numbering of a permanent character by the attachment of metal number plates to houses, as distinct from the temporary numbering carried out at the Census, but they were unwilling to do so. The town of Sopore accepted and carried out the suggestion. Simultaneous with the numbering of houses a 'House List' has to be prepared. On this list are recorded housing details, the community of the family, the number of persons and other details. This list, prepared in duplicate, is designed not only to give information about housing conditions but to act as a guide to the enumerator at the time of actual enumeration. A special hidayat was issued on August 20th, 1940, giving detailed instructions about the work to be done which was due to start on October 15th and finish by November 15th, 1940. Whilst this process was carried out fairly well on the whole it is feared the details recorded in the House Lists were not accurate in some cases. A copy of the 'House List' was due to reach my office by December 5th from all districts to enable me to make distribution of enumeration slips as accurately as possible and for other reasons too, but the lists were received late from many areas. The lists for Handwara Tehsil were one month late; those for Badgam Tehsil two months late. The lists for Srinagar City were received in dribblets; the last batch was two months overdue. There were smaller delays in the case of Jammu City and the Uri Tehsil. The lists were only extracted from the Skardu Tehsil when the actual Census was over after repeated demands and threats to report the circumstances to His Highness' Government. These instances of delay are recorded because it is necessary to show the extent to which the officers of the areas named were neglectful of the duties entrusted to them. The House Lists for Ramban and Akhnoor Tehsils were received incomplete. They did not give the total number of the houses and persons listed. It took some months in each case to get these figures supplied. I was put to considerable inconvenience because of this dilatory action and it is necessary to guard against it in future. These House Lists should give fairly accurate information of the population of any given area to be censused and on these figures should be based the number of slips required. When they are submitted late, as in the cases mentioned, it means that issues of enumeration slips are either delayed or have to be made on incomplete information, to say nothing of the extra work, correspondence and waste of stationery and postage involved.

**19. Instructions and the Census Code.**—Printed instructions, known locally as Hidayats, were issued for every stage of the work. It is unnecessary to discuss these in detail—a list is sufficient to indicate the purpose and contents of each. They were issued well in advance of the stage of the work to which they referred.

Hidayat	1	..	General Village and Town Register.
„	2	..	General Scheme of the Census.
„	3	..	Formation of Census Divisions.

Hidayat	4	..	Changes in administrative areas since 1931.
„	5	..	Selection of Charge Superintendents.
„	6	..	Census of persons in Railway Areas.
„	7	..	Preparation of Census Maps.
„	8	..	Census in special areas and of particular elements of the population.
„	9	..	Enumeration in Cantonments and other Military areas.
„	10	..	House-numbering and preparation of the House List.
„	11	..	Advance copy of the Census questions.
„	12	..	Instructions for the guidance of Charge Superintendents.
„	13	..	Instructions for the guidance of Supervisors.
„	14	..	Enumeration programme for all areas.
„	15	..	Distribution of enumeration pads.

Lastly a booklet was issued giving detailed instructions for the guidance of enumerators. This explained every question and showed how the answer to each should be recorded. The booklet was in Urdu but instructions in Hindi characters were printed and issued in areas where this was deemed necessary.

In addition to all these a Census Code was drafted, printed and issued which embodied the instructions contained in the hidayats, gave a copy of the Census Act, a list of languages used in the State, a list of the castes and tribes and their main localities, a comprehensive list of means of livelihood and instructions regarding post-enumeration duties. This publication was primarily intended for use by District and Tehsil Officers and by Charge Superintendents. It was issued in a handy form to facilitate its being carried about for easy reference. Copies were also issued to senior State officials to acquaint them with details of the Census operations. It was drawn up on the lines of the Imperial Census Code for 1931. At this Census no Imperial Census Code was issued by the Government of India. Instead, notes were issued from time to time outlining the general scheme and explaining various matters connected with the Census. Provincial and State Census Officers were left to frame and issue their own instructions. The Imperial Census Code is of great assistance to a Provincial or State Census Officer. It cannot, of course, cover all points for every State or Province but these can be covered with ease locally. The issue of an Imperial Census Code saves the Provincial or State officer a great deal of unnecessary work in drafting instructions to carry out the orders of the Census Commissioner for India which would be better expressed in the latter's own words and this, I suggest, is sufficient justification for its issue. If the cost be a factor for consideration then the number of copies required by any State or Province could be issued on payment. Provinces and States would still effect a saving as without the Imperial Census Code each unit has to print its own or do without one. The cost of separate printing for each Province or State must greatly exceed the cost for one bulk supply order.

**20. Training Census Agency.**—It was emphasised that the training of the Census Staff should commence immediately after the house-numbering stage had been completed and that this training should continue right up to the time for enumeration when supervision would take the place of training. The change from schedules to slips and the recording of answers by signs and symbols instead of in words, made training of the enumerator more necessary than ever before. It was suggested that slates, blackboards and odd pieces of paper should be used by all concerned to practice the recording of answers to the questions quickly and correctly. Meetings of District Census Officers and Tehsil Census Officers were convened when I was on tour and they were requested to instruct their Charge Superintendents so that they could teach their Supervisors and the latter train the enumerators under them. Questions and enquiries of every kind were invited. It was stressed that a man must know or learn

before he is in a position to teach others. In many areas a real effort was made to instruct and train enumerators properly but in others insufficient interest in the work was taken by senior Census Officers. I tested the ability of a number of Census Officers to fill in the slips, from District Census Officers down to Charge Superintendents, in the early stages of the period for training and found some had obviously not taken the trouble to read the instructions and learn to fill in a slip correctly. It is hoped the exposure led to some effort being made. Whilst I have condemned some I record with pleasure that in other areas a real effort had been made and the questions and the filling in of slips had been thoroughly mastered. This was particularly noticeable in the Poonch Jagir district where L. Sardari Lal, District Census Officer, showed complete knowledge of his work and duties.

**21. Non-Synchronous Areas.**—The mountainous country and the climatic conditions obtaining in various parts of the State are such that it is not possible to carry out enumeration in the month of February with any hope of good results. At that time many small high altitude villages are under deep snow and approach to them is difficult. We made some slight changes at this Census with regard to enumeration in those areas usually treated as non-synchronous. It has always been the practice to select areas for non-synchronous enumeration after consulting district and tehsil officers and to enumerate them one month or so in advance of other areas. We consulted district and tehsil officers this time too and selected 425 villages for such treatment in the tehsils Srinagar (42), Uttarmachipora (45), Kishtwar (76), Ramban (65), Badharwah (5), Reasi (95), Rampur Rajouri (45) and Basohli (52). The whole of the Ladakh District, the whole of the Astore District and the whole of the Karnah Tehsil were also treated as non-synchronous areas. Many villages in the three last named areas have always been enumerated non-synchronously in the past. Since Ladakh and Astore are entirely cut off from the more populous parts of the State for the whole winter, and are not adjacent to any part of India, there seemed to be no objection to enumerating the whole of these areas non-synchronously. The same argument applied to Karnah. The programme for enumeration in non-synchronous areas was fixed to commence on December 1st, 1940 and finish by December 15th or as soon as possible after that date. Heavy snows do not fall as a rule before the middle of December, and frequently not till later, by which time it was hoped the work would have been finished. It was decided that if non-synchronous treatment was justified at all then there was full justification for starting enumeration on December 1st instead of later and this was done to every-one's advantage.

**22. Enumeration in Normal Areas.**—In all other areas the main enumeration started on February 1st and continued until February 25th. During the next three days Charge Superintendents, Supervisors and Enumerators were directed to scrutinise and test the record to look for obvious errors. His Highness' Government declared March 1st (Census Day) a public holiday throughout the State. On March 1st and 2nd the enumerators were required to visit each house in their blocks to make adjustments necessary on account of births or deaths during the period of enumeration up to sunrise on March 1st. Enumeration in all areas was carried out on the basis of 'normal place of residence'; temporary absence from home was ignored. Enumeration was non-simultaneous to the extent that it was carried out over a period of one month.

To cover the 'floating population', that is to say, those living in boats and those having no permanent place of residence, clear instructions were issued in a special *hidayat* providing for these elements of the population to be enumerated wherever they might be found on March 1st. During their rounds on March 1st and 2nd enumerators were directed to ascertain if any house contained visitors and if so whether they had been censused elsewhere. If an affirmative reply were given it was to be accepted, otherwise a slip was to be written. The non-simultaneous method adopted on this occasion is designed to give as good results in every way as the simultaneous method adopted on previous occasions. The former is certainly more suited to the conditions obtaining in the State and it seems more reasonable to accept as correct a record carefully made over a period of a month rather than to subject the record already made to a hectic five-hour check on Census Day and to accept as correct a record subjected to such hurried last minute corrections. The method adopted on this occasion was the cause of far less inconvenience to the population in that they were not confined to their houses on Census Day and subjected to visits late at night when they wanted to be in bed and asleep or elsewhere on their lawful occasions.

**23. Completion of the record and despatch to Headquarters.**—At an early stage of the operations instructions were given explaining exactly how the record was to be checked, completed and despatched to Headquarters when enumeration was finished. A special circular was issued to District Census

Officers and Tehsil Census Officers whilst enumeration was in progress emphasising points requiring close attention. District Census Officers were made responsible for the collection of the record pertaining to their respective districts but suggestions were offered so that likely causes of delay and difficulty might be avoided. At the time of the year when the Census is held communications in the State are still difficult on account of snow in many areas. The roads from Ladakh, Gilgit and Astore to Srinagar are not open until much later. We got the Census record from Astore and Gilgit by post in parcels not exceeding 2 seers each. The Ladakh record was got in by special coolies who were held up for days by snow on the Zojila. They arrived in Srinagar on April 11th. From most areas in the Kashmir Province the record was collected at district or tehsil headquarters and sent in by lorry. Most of the record for the Jammu Province and Poonch Jagir was collected at the Governor's office at Jammu and sent on from there to Srinagar in bulk. It arrived (73 packages) on April 4th. Instructions were issued to all District Census Officers in good time that the record should be complete in every respect and ready for despatch not later than March 8th. The record came in reasonably well from most areas but in some cases it was very late. The record for Srinagar City was not received at my office, a distance of one mile, until March 27th. The record for Uttarmachipora was not received until April 2nd, and that for Reasi until April 17th. The latter was held up at Jammu due to the negligence of a clerk.

The record for Gilgit (Leased Area) arrived by post on April 17th. Whilst there were good reasons for the delay in the case of Gilgit and Ladakh there were no legitimate reasons for delay in the case of the others. Owing to the late receipt of the record the opening of the Tabulation Office was postponed as it was useless to appoint a large staff until the record had been received. In this way we lost about a month in time. The checking of the record and the defects found therein pertain to Tabulation and are discussed in Chapter III.

**24. Tours.**—It is essential that the Census Commissioner should tour as much as possible, as soon as necessary instructions regarding the conduct of the Census have been issued, not only to make himself acquainted with those areas he has not previously seen but to see how the work connected with the Census is getting on, in fact whether it has been started at all. He will be able to answer questions and remove doubts and difficulties much easier on the spot than by correspondence. He can initiate discussions and discover on what points the staff responsible for conducting the Census under him are ignorant of their duties. I did not tour as much as I should have liked but I covered most of the State except the Gilgit, Astore and Ladakh areas. I had previous intimate knowledge of the conditions in the two first mentioned areas. I do not know Ladakh. I tried to go there in the early summer of 1940 but was precluded from doing so owing to my presence being required in Srinagar. A later opportunity did not occur. My chief tours were as detailed below:—

- |                      |    |   |
|----------------------|----|---|
| (i) February 1940    | .. | .. To Delhi for the Conference.   |
| (ii) March 1940      | .. | .. To Jammu for discussions.  |
| (iii) September 1940 | .. | .. Kishtwar and Bhadarwah—outwards <i>via</i> Bringhi Valley and Sinthan Pass and on return <i>via</i> Batote and the Banihal Pass.                             |
| (iv) October 1940    | .. | .. Muzaffarabad and Karnah.   |
| (v) November 1940    | .. | .. Ramban-Jammu-Mirpur-Kotli-Poonch-D h a r m s a l-Rawalakot-Nowshera-Jammu-Samba-A k h n o o r -Ranbirsinghpura-Kathua and back to Srinagar <i>via</i> Jammu. |
| (vi) January 1941    | .. | .. Anantnag and Baramulla.  |
| (vii) January 1941   | .. | .. Uri, Muzaffarabad, Jammu, Udampur, Reasi (Katra) and back to Srinagar <i>via</i> Jammu and Muzaffarabad (B. C. Road closed by snow-fall).                    |
| (viii) February 1941 | .. | .. Baramulla, Pulwama, Kulgam and Badgam.   |

There is no occasion for me to discuss these tours in detail. On every tour I saw District Census Officers and Tehsil Census Officers and as many others connected with Census operations as possible. Instructions were issued, questions were answered, information obtained and work and conditions discussed. The most valuable information was that which indicated in what respects the work was in arrears, instructions not implemented and matters relating to Census questions and procedure not understood.

My Office Superintendent was sent on tour to collect first hand information, to ascertain and remove difficulties and for certain specific purposes from time to time. This was good for his own understanding of the work in the mofussil and for the benefit of those offices he visited.

- (i) He went to Jammu in June 1940 to see about the printing of the enumeration slips and passing the proof. He also had to clear up outstanding points in various offices and to remove doubts and difficulties in connection with Census matters in the District Census Office, Tehsil Census Office and Cantonment and Jammu City offices.
- (ii) He was again sent to Jammu in October 1940 in connection with the packing and distribution of 50,000 enumeration pads to all areas of the State. Whilst there he cleared up certain points in the offices of the Provincial Census Officer Jammu, District Census Officer Jammu, Tehsil Census Officer Jammu, District Census Officer Jammu City and Cantonment Census Officer.
- (iii) He was sent to Badgam, Baramulla, Sopore, Handwara, Pulwama, Anantnag, Kulgam on various dates between the beginning of October and the end of November 1940.
- (iv) He also visited local offices such as the District Census Officer Srinagar City, Tehsil Census Officer Srinagar Tehsil and the Badami Bagh Cantonment Census Officer.

The purpose of these visits in every case was to clear some difficulty or to get up-to-date information regarding progress of work.

**25. Public attitude.**—Every effort was made to interest the press and the public in the Census operations. The Census is essentially the people's Census and the greater interest they take in it the better the results. If the public desires to defeat the purpose of the Census it is not difficult to do so but it is they who will suffer eventually because it is their Census and no one else's. Bearing these facts in mind, meetings were held in the early stages of our operations with District Census Officers and Tehsil Census Officers. They were requested to hold meetings in their respective areas. Some did; others may not have done. Press notes were issued from time to time in an endeavour to keep the press and public informed of what was happening. The first press note discussed the general scheme of the Census; a later one dealt with the Census questions and how they should be answered.

Press representatives were invited to meet me at my office in September 1940. A number came but by no means all those invited. Those who did were invited to ask me any questions they liked on the Census and their full co-operation was invited. Another meeting was held in October 1940 which was representative of the leading press interests in the State. It was the period of the autumn session of the Praja Sabha and the date was fixed with special reference to their convenience. A public meeting was convened by the Sri Pratap College authorities on November 6th at which I gave an address on the Census. At this meeting a large number of questions was asked all of which were answered by me. A copy of the book of "Instructions for Enumerators" was issued to the Editors of all the leading newspapers and public organisations for their information. This was done in an endeavour to make the public Census-minded.

The attitude of the press as a whole was well-disposed and friendly. No untoward incident occurred throughout the whole of the Census operations. Some minor complaints received prompt attention. In every case a reply was sent and since no rejoinder was received it is to be presumed that the recipient of my reply was satisfied.

Enumeration was carried out smoothly. The response of the Census staff was better on the whole in rural areas than in the cities. There was some political progapanda with regard to questions

relating to 'Mother-tongue'. This was because the Urdu-Hindi script question was then, and had been for some time, the subject of controversy and political discussion of some prominence. The protagonists of both sides were active in certain areas but in no area was this the cause of any real difficulty or the occasion for opposing Census operations. The leading newspapers in the State, actuated by a proper civic sense, advised the public to co-operate with the Census and to answer all questions to the best of their ability. One or two papers attacked the Census on communal grounds for personal reasons but were themselves answered and attacked by other elements of the Press. The attitude of the public was good and I take the opportunity of recording the fact that the attitude of the more responsible part of the press was appreciative of our efforts to carry out properly the duties entrusted to my staff and to me.

**26. Provisional Totals.**—At this Census the Census Commissioner for India stressed the fact that he did not desire that there should be any unnecessary expenditure or undue haste to communicate 'Provisional Totals'. Accordingly, whilst every effort was made to send in our 'Provisional Totals' as quickly as possible we did not make extravagant efforts. District totals were sent to me by post or telegraph according to circumstances and in accordance with arrangements previously detailed by me. The first district totals were received on March 5th and the last, from districts in the Jammu and Kashmir Provinces, on March 8th. This was entirely satisfactory. Results from the wholly non-synchronous districts of Astore and Ladakh had been received in January. The figures for Gilgit (Leased Area) and Gilgit Agency (Frontier Illaqs) were received on March 11th, 1941. As soon as district totals were received they were scrutinised and communicated to the Census Commissioner for India. As soon as the last report was received a statement was prepared and printed locally as an express order. Copies were issued to Hon'ble Ministers, Heads of Departments and to the Press. The 'Provisional Totals' proved to be reasonably accurate.

## CHAPTER III.

### ABSTRACTION AND TABULATION.

**27. Tabulation Office.**—No government premises were available for use as a Tabulation Office and it was necessary to search for a suitable building. It was not possible to get one large enough to accommodate the staff comfortably, situated near the Direction Office, at a reasonable rent. We managed to get a building good enough for our purpose at a rent of Rs. 200 p. m., at a distance of only 300 yards from the Direction Office.

**28. Furniture.**—Furniture requirements for the Tabulation Office had for the most part been calculated in advance and purchased before the staff was due to commence work. The lighting and heating arrangements in the building hired were not very satisfactory and it would be well to give this matter closer attention at the next Census. It should be remembered that tabulation is followed by compilation and that the latter will continue throughout the winter so long as the actual Census is held in the spring. The boxes we provided for the slips were not quite large enough and the pigeon-holes were too shallow to take the slips conveniently. Some of the boxes were made of green wood and warped so that they would not lock. These points require attention at the next Census. If the slips entrusted to each sorter are limited to 30,000 as suggested in paragraph 30 below, boxes of the size we provided would be big enough. If the boxes are too large they are unwieldy for one man to work on.

**29. Stationery and Forms.**—Stationery requirements were met from the Direction Office. The Tabulation Officer's indent was revised several times and it would be well to give this matter closer attention in the beginning at the next Census. The numbers of sorters tickets and the compilation registers required were calculated in advance and the whole lot obtained from the Government of India Press, Calcutta. It is better to do this if possible than to get them from the Ranbir Government Press, Jammu because the former press prints in bulk for the Provinces of British India and can produce the forms better, quicker and cheaper. The checking of proofs does not arise as the forms are standard for all Census offices and passed sometime beforehand by the Census Commissioner for India. Other forms required were drafted in the Direction Office and printed off on our cyclostyle as and when required.

**30. Staff.**—There was no object in appointing tabulation staff before the record was ready. The office was opened on 26th March 1941 with the Tabulation Officer and a skeleton staff; Inspectors and Supervisors attended on March 31st and lastly the Sorters; the latter were not required to report for duty until April 8th, 1941.

In 1931 there were two tabulation offices, one at Srinagar and the other at Jammu. It was considered that one office at Srinagar could handle the whole record and that work done in one office near the Direction Office would be easier to supervise and ensure quicker disposal of references and uniformity of treatment. Proposals submitted in this behalf were sanctioned by His Highness' Government. Location of the tabulation office at Srinagar raised the question of giving the inhabitants of the Jammu Province an opportunity to obtain a reasonable share of the appointments. This was provided for. The posts to be filled were widely advertised and ample time was given for applications to come in from all parts of the State. In making appointments due consideration was given to the claims of all communities and to applicants from all parts of the State. The only member of the Tabulation Office staff holding a permanent government appointment was the Tabulation Officer; the Assistant Tabulation Officer was selected; all other posts were filled by advertisement. This is not a satisfactory arrangement. At least half the senior staff, all if possible, should be men already in government service so that they will be more amenable to ordinary office discipline. They should be selected for their previous experience in Census work or for their facility in dealing with figures. This point was also stressed in the 1931 report and should receive special attention at the next Census. On this occasion, not all the supervisory staff were well suited to the work but once work has started the fewer changes in the staff the better. Tabulation is preferably done on a piece-work system. This method was strongly advocated by the Census Commissioner for India but we did not adopt it. The difficulty is that the record varies considerably; in some areas the slips are well written and the questions properly answered whereas in others the writing is almost illegible and wrong answers are numerous. In such a large staff ability and intelligence vary considerably. It is also difficult to arrive at a fair assessment of the

work to be done. We endeavoured to do so and to follow the schedule issued by the Census Commissioner for India in this respect for our guidance but we found his suggested allotments far too high for our staff. We fixed a figure well below that given in the schedule but even so after two days the whole staff stopped work in protest. The grievances were investigated when the staff had resumed work and the daily task was modified. A temporary staff will naturally make the work last as long as possible. It is bad enough to have the sorters all temporary men but to have temporary staff holding all the Inspectors and Supervisors' posts as well is definitely unwise. When the applications for posts in response to our advertisement were received men extra to actual requirements were deliberately selected and put on a waiting list to fill vacancies as they occurred to obviate the necessity of frequent advertising. Vacancies occurring from time to time amongst the supervisors were filled by the promotion of sorters who had done good work; vacancies amongst sorters were filled from the waiting list. Appendix 'H' gives details of the Tabulation Office staff and the sanctioned rates of pay.

When tabulation had been completed the Tabulation Office was converted into the Compilation Office. The number of supervisors was reduced from 12 to 6 and the number of sorters from 120 to 60; the latter became compilers. At the next Census it would perhaps be better to increase the number of sorters to the extent necessary to ensure that no sorter is required to handle more than 30,000 slips; this is estimated to require a staff of 160 sorters, allowing for 10 per cent. increase in the population, instead of 120 on this occasion. Supervisory staff, both for tabulation and compilation, and the number of compilers as employed on this occasion should be adequate for the next Census.

**31. Checking the record.**—The record did not come in promptly from some areas. The Ladakh record came in by special coolies over the Zoji La; they were held up by snow on the pass for some days and reached Srinagar on April 11th, 1941. The record for Astore and Gilgit came in by post in parcels not exceeding 2 seers each; that for Astore arrived in good time but the Gilgit (Leased Area) record was not received until April 17th. There was justification for the delay in the case of Ladakh and Gilgit but not in the case of districts in the Jammu and Kashmir Provinces. The record for most of the districts of the Jammu Province and for the Poonch Jagir arrived in bulk (73 packages) on April 4th. For most districts of the Kashmir Province the record came in well up to time but the record for Srinagar City, a distance of one mile from my office, did not come in until March 27th and that for Uttarmachipora Tehsil till April 2nd. The record for Reasi District was not received until April 17th owing to the negligence of a clerk in the office of the Governor, Jammu Province. The delay in the receipt of the record naturally delayed the checking of the record—the first duty of the tabulation staff. It was commenced on April 2nd by the supervisors and continued by the whole staff from April 8th onwards until May 5th. Many defects were revealed which should have been avoided if the instructions issued had been observed. The defects may be summarised as follows:—

- (i) Tehsil, Charge and Circle summaries missing in some cases.
- (ii) Bundles of used and unused pads mixed together.
- (iii) Enumerators' abstracts missing in some cases.
- (iv) Practise pads mixed up with the record.
- (v) Slips for males cut at the corner.
- (vi) Slips for females not cut at the corner.
- (vii) Slips written in pencil instead of ink.
- (viii) Circle summaries wrongly totalled.
- (ix) Symbols wrongly used.
- (x) Many answers to questions obviously wrong.
- (xi) Code numbers omitted.

- (xii) Village names carelessly and illegibly written.
- (xiii) Slips used on both sides entailing the writing of fresh slips.
- (xiv) Special Household Schedules wrongly filled in.
- (xv) Boat population not shown as such.

The defects were removed, as far as possible, during the period the record was being checked and before sorting was commenced. Work which should have taken a week at the most took 25 days to complete because the clear instructions issued did not receive proper attention. The use of slips for enumeration was intended to reduce the labour involved by dispensing with slip-copying. We used only 189 Special Household Schedules covering 619 persons. Slips for these had to be written. The use of slips for enumeration did of course save labour on slip copying but the checking of the record had to be far more thorough and every slip had to be closely scrutinised. It is easy for a slack worker to do this checking carelessly and thus cause difficulty later. The slip system has distinct dis-advantages and on the whole I think the use of schedules with subsequent slip-copying is possibly better in the long run though it may involve a little extra time and some extra expense. The use of symbols and contractions may be satisfactory in countries with a high percentage of literacy but here the old system, it is thought, should give better results.

**32. Box-making.**—The next process is box-making ; this is the first real stage of sorting. The sexes were separated and kept in different divisions of the box. Each sorter was given between 30,000 and 39,000 slips according to circumstances. As mentioned in para. 30 above, it would be well to make 30,000 the maximum at the next Census with an average of about 28,000 per box. Certain difficulties were experienced during this stage of the work.

- (i) Pads of slips, quite rightly, were securely fastened and were difficult to undo without an instrument of some kind ; the latter were supplied in the form of large nails with the points flattened like a chisel as soon as the difficulty was reported. It would be well to arrange for a supply of these in advance at the next Census if pads are used ; 25 should be sufficient.
- (ii) The paper on which our slips were printed was too thin. We tried to get our supply of enumeration pads through the Census Commissioner for India but he was unable to meet our request. Owing to the war and paper supply difficulties we had to take what we could get quickly or our pad supplies would have been delayed. The result was the slips were difficult to sort and did not slip through the fingers easily as contemplated by the Census Commissioner for India in drawing up his schedule of daily tasks for each table. This point requires attention at the next Census.
- (iii) Many enumerators and supervisors did their work carelessly and the supervision of Charge Superintendents was lacking. The instructions issued by the Census Commissioner for India provided for the left hand bottom corner of a female slip to be cut off. These instructions were issued and re-iterated but instead of cutting the female slips in all cases as directed some female slips were not cut, converting them into male slips, and some male slips were cut, converting them into females. The cutting off of the corner of all slips written for females was intended to facilitate the separation of the sexes. In practice it did not do so to any great extent as every slip had to be scrutinised to see if the slips for females had been cut and those for males not cut.

**33. Sorting.**—Strict orders were issued before the work of the Tabulation Office commenced that the release of any information connected with the Census record either in writing or by word of mouth, except on my written authority, was strictly forbidden. Orders were also issued that no one should be permitted to enter any room of the Tabulation Office, except the staff employed, without the permission of the Tabulation Officer. Detailed instructions were given covering every phase of the work to be done. Special instructions were issued preparatory to the sorting of each table embodying the sorting instructions for that particular table issued by the Census Commissioner for India and such others in amplification as seemed necessary to cover local requirements. 150 copies of each such instruction were issued to provide every member of the tabulation staff with a copy.

The actual sorting was commenced on May 21st, 1941.

Table XIII (Communities) was taken up first and took 28 days to complete. Considerable difficulty was experienced in deciphering the names of many of the villages owing to illegible writing. This work was made more difficult because the spelling of village names in the 1931 Village Tables and the lists supplied by District Officers on this occasion frequently differed. Sorting for this table brought to light many defects in the record for Srinagar City.

Table XIV (Castes and Tribes) was next taken up and completed on June 20th. In many slips the answer to Census question 3—race, tribe or caste—was incorrectly recorded and sub-castes and even sub-divisions of sub-castes were given contrary to the instructions issued. Table XIV for All-India was intended to show variations in the population of selected primitive tribes. We have practically no primitive tribes. In these circumstances, we sorted for selected castes and certain important elements of the population in addition to primitive tribes as we thought the figures would be of local interest.

Table VII (Age and Civil Condition) was taken up next and this too exposed many defects in the record. In many cases males were shown both as married and widowed; in others as both married and divorced. Many slips for Hindus, both males and females, showed the individual as divorced. We ignored such entries and treated those concerned as married; as divorce is not recognised by the great majority of Hindus in the State it was assumed that such persons were either temporarily separated or deserted.

Table XI (Literacy) was finished by July 30th. Some persons shown as illiterate against Census question 20 were shown as literate in English against question 22. Such slips were put into their proper categories by reference to answers to other questions. A male aged 5 years belonging to the Haveli Tehsil of Poonch Jagir was shown as literate in English and other languages against questions 20 and 22 and elsewhere shown as an employee of the Police Department. In accordance with the instructions of the Census Commissioner for India all persons of 0-5 years of age were treated as illiterate irrespective of the answers given on the slips.

Table VI (Birthplace) was taken up on July 31st and completed on August 5th. The instructions required the name of the district to be recorded if a person was born in the State and, if not, the name of the country, Province or State of birth. Many slips gave the names of towns and districts as the place of birth in the case of those born outside the State with the result that frequent references to the list of names of districts throughout India had to be made. This defect occurred chiefly in the record for Kathua and Udhampur Districts. In many cases the name of birthplace was written so badly as to be almost illegible.

Table XII (Mother-tongue) took 13 days to sort and was completed on August 18th. Lists of languages known to be in use in each district were supplied to sorters. Instructions were issued that wherever Hindi or Urdu were recorded as 'Mother-tongue' the entry should be treated as 'Hindustani'. This was done with the approval of the Census Commissioner for India to counteract the effects of propaganda resulting from the script controversy.

Table VIII (Means of Livelihood) was the most difficult table. It took 42 days to sort for the main table and another 10 days for the supplementary. The questions on which the table is based were badly answered and in many cases not answered at all; it is clear they were beyond the comprehension of most enumerators and that the latter were not properly trained by the more senior Census Officers. The administration reports for 1911 and 1921 make special reference to the unsatisfactory results shown in the corresponding table at those Censuses too. No specific reference is made to the corresponding table in the administration report for 1931 but an examination of the relevant tables for that Census shows that the record was defective on that occasion too. The inter-relation of several questions proved too much for the majority of our enumerators and, it is suspected, for many of our sorters too. In many cases no answers were recorded to the relative questions. The answers to the several questions on which the table is based were in many cases conflicting. We are producing Part I of the Table but it is entirely useless for statistical purposes. It is essential that special efforts be taken at the next Census to get answers recorded correctly to the questions on which this table is based if the results are to be of any value.

Table X is based on Census questions Nos. 12 and 13. In many slips these questions were left

unanswered. The actual sorting for the table presented no difficulty and it was completed in 7 days on October 18th. The table does not, it is thought, give a complete picture of the position but it is an advance on the information forthcoming at the previous Census. The other tables do not call for comment.

**34. Fertility Tables.**—In addition to the regular tables sorting was undertaken for fertility tables. This was confined to the slips of Hindus, Muslims and Sikhs in the Jammu District and the Muslims and Buddhists of the Ladakh District. The results were poor. The answers to Census questions Nos. 7 and 8, on which these tables are based were unsatisfactory. In some slips the number of children recorded as living exceeded the number shown as born; in others the age of a woman at the time of the birth of her first child was shown as greater than her age at the time of the Census. Some tables have been produced but little reliance can be placed on their accuracy. It is unlikely for many decades to come that reliable data will be obtained on this subject through the agency of the Census; it is a subject for investigation on a sample basis by lady doctors or women specially trained for the purpose.

**35. Housing Statistics.**—The tabulation of details relating to housing conditions was attempted at this Census for the first time. In some respects the houselists containing the information to be tabulated were defective; in others Tehsil Census Officers did not send in the houselists with the Census record at all and the Direction Office copies had to be supplied to obviate work being held up. The results have been produced in Part III of the report—Village Tables and Housing Statistics. At the next Census greater attention should be given to the proper preparation of houselists. On this occasion, in most cases, neither District Census Officers, Tehsil Census Officers nor Charge Superintendents gave this part of their duties sufficient attention.

**36. Village Tables.**—More information was tabulated for use in the Village Tables than has hitherto been the case. The Village Tables, together with Housing Statistics and District Notes, on this occasion form a definite part of the Census Report. Great difficulty was experienced over the names of villages. In many cases the names on the slips were illegible; in others the name was spelt one way in the enumeration slip, differently in the 1931 Village Tables and a third way in the 1941 lists of villages supplied on demand by District Census Officers for the guidance of the Direction and Tabulation Offices. An effort was made to get an authoritative list from the Hon'ble Revenue Minister, the Revenue Commissioner and from the Director of Land Records. All efforts to get such a list failed; it seems that no such list exists. In these circumstances, it seems impossible that the spelling of place names in the Village Tables section of the Census Report will ever be given correctly in many cases. It seems desirable that His Highness' Government should make arrangements for the preparation of a list of all villages, by Tehsils, spelt both in English and the vernacular, with the relative had bast number against each, well before the next Census. It should not be left to the whim of any Tehsildar or clerk or anyone else to spell the names of villages as the fancy takes him. If the lists be prepared and supplied as suggested the work of the Census Department will be made easier in the future.

**37. Compilation.**—A certain amount of compilation work was done side by side with sorting and tabulation. Tables XIII, XIV, XV, III, V, part of VII, the special sort for one lakh males and one lakh females for all ages, and Village Tables were all completed before the sorting work was finished and the office converted into a Compilation Office. Sorting having been completed, the staff was reduced to about half; it then consisted of 60 compilers, 6 supervisors and the rest of the senior staff of the Tabulation Office. Imperial Tables VI, VII, VIII, IX, X, XI and XII, Fertility Tables, Housing Statistics and Sample Tables remained to be done when the Compilation Office started as such on November 16th, 1941. The work was divided into seven groups, one under each of the supervisors retained and the seventh under the Senior supervisor. No serious difficulties were experienced during the compilation stage except in the case of Imperial Table VIII. The work in connection with this became rather confused and I am not satisfied that this table was properly prepared. It was the last table to be compiled. Had the sorters' tickets and compilation registers been closely scrutinised it is thought that irregularities and inconsistencies would have been detected. However, the original record was so poor that it was not considered worthwhile to work on this table further. To do so would have involved the retention of the compilation staff for a further indefinite period and it was extremely doubtful if any benefit would accrue. Since the original record was bad and defective no satisfactory table could be produced however much time was expended on it. A bonus had been proposed in favour of the compilation staff if they completed the work before a certain date. His Highness' Government sanctioned the proposal but the conditions

were not complied with and the bonus remained unpaid. As in the case of sorting, our experience during compilation shows that for the best results and for the early completion of the work the recruitment of staff in permanent government service for all the supervising posts is essential. When the compilation staff were discharged and that office closed a good deal of work still remained to be done such as the checking the tables prepared, reconstructing those wrongly prepared and the construction of many subsidiaries. All this work was taken over and done by the Direction Office staff.

## CHAPTER IV.

### THE REPORT, SUGGESTIONS AND ACKNOWLEDGEMENTS.

**38. Scope of the Report.**—Perusal of the Foreword and Introduction to Part I of the Census Report should give a clear idea of the very definite changes that have taken place in the presentation of the report on this Census. Part I is in essay form and represents an attempt to give a picture of conditions in the State to enable the student of demography to give correct values to the figures given in the tables—Part II. No attempt has been made to discuss the tables in detail; this is deliberate as the Foreword makes clear. Where the tables are thought not to present a true picture of the facts for any reason, this has been clearly stated. It is no use to pretend that the Census Report in this State or elsewhere is perfect and free from blemish. The Census Department can only use the material collected by an enormous unpaid staff. The work of the Census Department, like that of any other department, is not free from defects but we have done our best. Notes to the tables are slightly more detailed than in the past; this represents an effort to give such information as is necessary to facilitate intelligent study of the tables. The subsidiary tables follow the main table to which they refer.

The Village Tables take a definite place in the Census Report for the first time. These have been produced in the past but not as a part of the main report. The District Notes and the Housing Statistics constitute new features and the Village Tables give more details. The former to some extent make up for the abridgment of Part I and it is hoped they will be of use to all those whose work and interests are connected with rural areas. The Housing Statistics are admittedly incomplete and defective; even so they may be of some value to those interested in this aspect of conditions of living. It is pleasing to record that we have received the commendations of the Census Commissioner for India on our decision to give more prominence to village statistics and to make 'Village Tables and Housing Statistics' Part III of the report. Mr. Yeatts in his letter on the subject remarks that the Jammu and Kashmir State is the first Province or State in India to take this step.

Part III of the report was completed first and was sent to the press in May 1942. Part II was ready to go to press by the middle of June. Part I was commenced in February when the Compilation Office was closed and was ready to print early in July.

These notes constitute Part IV of the report. Their primary purpose is to place before His Highness' Government, in as compact a form as possible, an account of our work and the difficulties encountered. They are also written with the object of placing on record as much information as possible for the benefit of our successors at the next Census. The last chapter, for obvious reasons, cannot be completed until our work has practically finished. The department is being closed on the last day of Har, corresponding to July 15th, 1942.

**39. Census Records.**—The Census records for 1931 and for 1941 have been handed over to the office of the Director of Land Records for safe custody until they are again required at the next Census. The records for 1931 are complete as received from the Revenue Secretariat at the beginning of the 1941 operations. The records for the recent Census are in two parts—Direction Office and Tabulation and Compilation Office records. With the Direction Office records have been filed sets of all forms used and instructions issued for the 1941 operations in addition to the corresponding files and the notes in original received from the many Heads of Department of the State and representatives of the public. Spare copies of the Annual Administration Notes prepared for the information of His Highness' Government have also been filed with the record and the Census Commissioner in 1950 would be well advised to extract and read these as soon as possible after commencing his duties.

**40. Printing the Report.**—The printing of the report is being done by the Ranbir Government Press, Jammu. New type and equipment have been obtained for the purpose. The proof sheets will not be ready for the bulk of the report until after the Census Department has been closed. To assist me to deal with these and the remaining work His Highness' Government has sanctioned the retention of two clerks until the work has been completed.

**41. Certificates to Census officials.**—At this Census on my recommendation, His Highness'

Government decided not to issue certificates of different classes to all those working as Census officials in various capacities. Instead, it was decided to issue certificates to non-officials only and that the certificates should be all of the same class. Tehsil Census Officers were requested to submit the names of good workers to District Census Officers; the latter sent in combined lists for their respective districts. To those recommended a certificate was issued signed by the Census Commissioner on behalf of His Highness' Government. In the case of government officials suitable remarks were recorded by the Census Commissioner, on the recommendation of Tehsil and District Census Officers, for entry in their service books by their respective controlling officers.

**42. Suggestions.**—This report contains comments and suggestions for the consideration of His Highness' Government and the benefit of those in charge of the 1951 Census. The more important of these are discussed below :—

- (i) The Census Act passed to give the necessary authority to those in charge of the operations at this Census was found to be defective in that whilst powers were given to the Census Commissioner to make appointments, the Act did not give him power to delegate this authority to District and Tehsil Census Officers. The result was that I had to sign over 20,000 appointment orders and this not only threw a tremendous burden on to the Direction Office but delayed the issue of appointment orders and left many of the Census officials without formal authority for varying periods. The corresponding Act in 1950 should not only give the Census Commissioner power to appoint Census Officers under him but should also give him power to delegate this authority to District and Tehsil Census Officers within their respective areas of administration.
- (ii) The original budget grant on this occasion was Rs. 25,000. This is insufficient; at the next Census it would be advisable to sanction Rs. 40,000 at least for the first nine months work and require the submission of a detailed budget within a period of three months. The financial year in the State has been changed since the 1941 Census operations commenced and now runs from 1st Baisakh to end of Chet in any year. If this period is in force in 1950 then an original grant of Rs. 20,000 will be adequate to carry the work on until the end of Chet 2007, corresponding to 15th April 1950, on the assumption that Census operations in 1950 will begin early in January as they did on this occasion. There will be time to prepare budget proposals for the following complete year commencing on 1st Baisakh 2008 but not in time possibly for the departmental budget discussions preceding the spring session of the Praja Sabha.
- (iii) In appointing staff for the 1951 Census His Highness' Government would be well advised to appoint at least six men in permanent government service for duty in the Direction Office when it first opens. In any case the Office Superintendent, two head clerks, recordkeeper and accountant should be men in government service. The Tabulation Officer, Assistant Tabulation Officer, Senior Supervisor and at least six supervisors in the Tabulation Office should be men in permanent government service.
- (iv) The question of paper supplies should be gone into at once and an adequate supply of paper of suitable quality for the printing of enumeration slips or schedules assured. The quality in this case is a most important point if the 1941 system of slips is repeated in 1951.
- (v) A Gestetner Cyclostyle or similar duplicating machine should be supplied to the Direction Office as soon as possible after it opens for work. In the period following enumeration the Direction Office should have at least two 'D' carriage typewriters and one portable machine; one portable size typewriter is sufficient for the Tabulation Office if the completed tables are checked and typed in the Direction Office as on this occasion.
- (vi) Full stationery requirements should be made in good time on the basis of details in the appendices at the end of this report.
- (vii) It would be well if cities and municipalities were directed by government to carry out

house-numbering on a permanent basis in the year preceding the actual Census, so that it is completed in October of the year preceding the Census (October 1950), in collaboration with the Census Commissioner. This would be of advantage to the municipal authorities not only in the conduct of the Census operations but afterwards. It would also improve the efficiency of Census operations in urban areas. It might well be advisable to carry out the Census in urban areas on household schedules so that the family record would be available later, if required, as distinct from the record of individuals.

- (viii) It is suggested that at the 1951 Census the village be made the block in rural areas and the mohalla in urban areas. In the case of large villages and thickly populated mohallas it would be quite practical to have more than one enumerator to a block according to the population as shown in the houselist. The supervisor would allot to each enumerator the houses to be censused by him. The advantage of making the block coincide with the village or mohalla is that every village or mohalla thus automatically becomes a complete Census unit. This in turn will greatly facilitate not only Census operations but tabulation and the preparation of Village Tables.
- (ix) The 1941 Census record with three copies of all parts of the Census Report should be put at the disposal of the Census Commissioner for 1951 immediately after his appointment. Considerable inconvenience was experienced at this Census as the record and copies of the report of the 1931 Census were not placed at my disposal early enough.
- (x) At this Census our operations were seriously hampered by the frequent transfer of District and Tehsil Officers. His Highness' Government did pass orders that such transfers were to be kept to an absolute minimum but these orders were not carried out. Scarcely a month passed without such transfers occurring; sometimes there were several in one month. The Hon'ble Revenue Minister and the Revenue Commissioner were both addressed on the subject but the transfers continued. It may be they were considered necessary for administrative reasons but the fact remains they seriously interfered with Census work. During the short period of actual Census operations—about a year—the District Census Officers for Jammu, Anantnag, Baramulla and Muzaffarabad were changed not once only but several times. Similarly, the Tehsil Census Officers of many tehsils were changed several times in the same period. These changes made continuity of work in the areas affected absolutely impossible and they had an adverse effect on the efficiency of the work and are largely responsible for the defects of the record in that the control and training of the junior Census Officers did not receive the continuous attention required if the best results are to be obtained. It is suggested that at the 1951 Census the Census Commissioner should be consulted by the Revenue Commissioner before orders for the transfer of District and Tehsil Census Officers are issued.

**43. Acknowledgements.**—I should like to express my gratitude to the Hon'ble Prime Minister, Dewan Bahadur Sir N. Gopaldaswami Ayyangar, Kt., C. S. I., C. I. E., for his unfailing patience in giving attention to Census matters in the midst of his multifarious duties and the ready access given to me to discuss problems as they arose and to Rai Bahadur Lala Phul Chand Mogha, Revenue Minister, who held charge of the Census portfolio until quite recently, for the courtesy and consideration received. To Mr. M. W. M. Yeatts, C. I. E., I. C. S., Census Commissioner for India I am much indebted for his guidance throughout and for his patience in disposing of such difficulties as I found occasion to refer to him. He came to the State on a short visit on May 20th, 1941 and left on May 28th. During the period he was here as a State guest we discussed many points, all of which he made clear. In the body of the report I have been critical of the work carried out by the army of Census officials. However, it must not be forgotten that, except for a few clerks who received small allowances, the whole of those constituting the Census Agency worked honorarily. Without their aid the Census could not have been carried out and I desire to express our sincere thanks to all of them. I should also like to thank all Heads of Departments and those members of the public who kindly supplied me with notes and information on various subjects; the names of the latter are given in Appendix I. Next, I should like to express appreciation of the prompt manner in which Kh. Mohammad Maqbool, Revenue Secretary and Lala Gopi Chand Khanna, Assistant Revenue Secretary, disposed of the references made to them. The latter was in direct charge of all matters in the Secretariat relating to the Census operations and I am

indebted to him for his efficient and ready assistance at all times. Lala Charan Dass, Tabulation and Compilation Officer fully justified his selection. He had the difficult job of controlling a large staff of inexperienced and untrained men. It is greatly due to his patience and close attention to duty that the work was completed punctually and at a cost which compares favourably with the previous Census.

Finally, I should like to place on record my appreciation of the splendid assistance I have received throughout from the staff of the Direction Office. In particular, I must mention Pt. Durga Prasad Kachroo, Office Superintendent, for the excellent manner in which he has carried the responsibilities of his post. K. Brij Singh, Pt. Niranjana Nath Dhar, B. Mohammad Hussain and Pt. Sona Lal Mattoo and all the others have supported Pt. Durga Prasad loyally and well. It is not possible to refer to all in detail but it is not an exaggeration to say that but for their hard work, attention to duty and loyal service our work could not have been completed so quickly.

## CHAPTER V.

### ACCOUNTS AND APPENDICES.

**44. Accounts.**—There is little to be said about the accounts. Appendix ' J ' gives the expenditure statements under each head for the three financial periods during which the work was in progress and separately for the whole operations. The statement for the third period makes provision for an amount estimated to cover the full cost of printing the report. It includes all expenditure up to 32nd Har 1999, corresponding to July 15th, 1942, when the Census Department was closed. It also provides sufficient funds to meet the pay of a small staff retained for limited period to assist me in checking the proof sheets and minor items of expenditure under various heads. It is not expected there will be any expenditure items not covered by the provisions made ; on the other hand there may be some unforeseen petty refunds and receipts. The furniture of the Tabulation and Compilation Office was disposed of shortly after that office was closed either by transfer to other Government Departments or by auction. The remaining articles and the furniture of the Direction Office were all similarly disposed of before the Department was finally closed and the value or cash as the case may be adjusted to arrive at the total net expenditure. Proportionate shares of the cost of the Census are due for recovery from the Poonch and Chenani Jagirs ; their shares are Rs. 15,799 and Rs. 442 respectively.

**45. Cost per thousand.**—The total net cost of the Census *vide* Appendix ' J ' was Rs. 1,50,629/3/6 ; this works out at Rs. 37 per thousand as against approximate figures given in Part I of Rs. 1,48,000 and Rs. 36.8 respectively. The cost in 1921 and 1931 was Rs. 1,46,102 and Rs. 1,49,508 respectively, giving a cost per thousand of Rs. 44 and Rs. 41 respectively.

**46. Cost of various sections and refunds.**—The total cost of the Census may, for the information of those interested, be split up as follows :—

- (i) Preliminary arrangements and enumeration.
- (ii) Post-enumeration to close of the Department.

The first period is presumed to have ended on 30th Chet 1997 corresponding to April 11th, 1941. By this date the Census record had been received from nearly all districts. No part of the Tabulation office expenditure is included in (i). The second period includes the large staff required for Tabulation and Compilation. The separate approximate cost of (a) Tabulation and (b) Compilation has also been prepared on a time basis, as well as the approximate cost of tabulating and compiling each table ; all these details are given in appendix ' K '. The figures given are necessarily approximate and intended for purposes of comparison only.

Appendix ' K ' also gives details of the various receipts and refunds made or due.

Appendix ' L ' shows the posts and grades sanctioned for the Direction Office.

**47. Audit.**—It is believed this is the first occasion on which the accounts connected with Census operations have been audited. The Local Audit Section of the Accountant General's Department commenced its duties on 6th Har 1999, corresponding to June 19th, 1942, and completed their work in about 10 days. The Audit Note was received by the Census Commissioner on 18th Har, corresponding to July 1st, 1942.

As our work had been practically completed by the end of June, and it only remained to liquidate the department and close down, it may be said that the whole of our operations came under the scrutiny of the audit party.

The audit was thorough. In addition to checking cash, stamps and all books and registers relating to our accounts, purchases, issues and stocks of stationery and furniture were verified and checked with the relevant registers. All accounts were found correct and in order. Some minor objections were raised of a technical nature, not involving the accuracy of our accounts ; these were all cleared promptly. It is most satisfactory to be able to record that the department was closed as a separate office with a " Clean bill of health " in the matter of accounts and with no objections of any kind outstanding.

## APPENDIX ' A '.

*Furniture articles etc.*

Serial No.	Articles.	No. of articles purchased.	Price.		
			Rs.	A.	P.
(DIRECTION OFFICE)					
1	Chairs cushioned	3	9	9	0
2	Chairs cane	21	96	1	0
3	Tables wooden	11	84	0	0
4	Tables Officer's	2	33	0	0
5	Safe	1	28	8	0
6	Typewriters	2	668	0	0
7	Trays wooden	16	8	14	0
8	Umbrellas	2	5	10	0
9	Waste paper baskets	12	5	0	0
10	Weighing scale for firewood with five seer weight	1	3	3	0
11	Iron stoves with pipes	5	112	0	0
12	Almirahs	9	114	12	0
13	Locks (superior)	10	9	12	0
14	Jugs	2	5	8	0
15	Basins	2	2	9	0
16	Soap cases	2	0	12	0
17	Door mats	3	4	8	0
18	Cycle	1	75	0	0
19	Dhurries	5	107	0	0
20	Time pieces	2	10	0	0
21	Towels	5	4	0	0
22	Commode complete	1	7	14	0
23	Stools	4	2	7	0
24	Side racks	7	25	0	0
25	Washing table	1	3	10	0
26	Notice and sign boards	3	6	6	0
27	Benches	2	8	8	0
28	Looking glass	1	5	4	0
29	Paper racks	9	13	8	0
30	Towel stand	1	1	8	0
31	Door lock	1	2	8	0
32	Canvas bag	1	1	8	0
33	Chick pardahs	8	18	2	0
34	Book rack	1	3	0	0
35	Locks ordinary	7	1	14	0
36	Weighing scale for parcels	1	23	13	0
37	Brass weights for the above	1 set	6	0	0
38	Cash bag	1	2	0	0
39	Gestetner machine	1	1,686	11	0
40	Table cloths	4	20	0	0
41	Cloth curtains (for windows)	6	6	0	0
42	Hammer	1	1	4	0
43	Hand saw	1	0	14	0
44	Racks fitted in stock room	5	19	9	0
45	Cash box	1	4	4	0
46	Bucket	1	0	12	0
47	Electric bulbs	6	1	12	0
48	Wooden boxes for firewood	3	5	12	0
49	Grass mats	11	3	7	0
50	Water tumblers glass	4	0	12	0
		Total	3,271	9	0

Serial No.	Articles.	No. of articles purchased.	Price.		
			Rs.	A.	P.
(TABULATION AND COMPILATION OFFICE)					
51	Chairs cane	40	178	12	0
52	Tables wooden	11	66	0	0
53	Tables Officer's	1	14	0	0
54	Typewriter	1	196	0	0
55	Trays wooden	11	6	3	0
56	Weighing scale for firewood with two seers and one seer weight	1	2	8	0
57	Waste paper baskets	6	2	4	0
58	Iron stoves with pipes	3	26	10	0
59	Almirahs	16	208	0	0
60	Locks (superior)	4	6	12	0
61	Jug	1	3	2	0
62	Basin	1	1	4	0
63	Soap case	1	0	9	0
64	Door mats	2	3	0	0
65	Time piece	1	9	0	0
66	Dhurries	27	347	7	0
67	Cycle	1	88	0	0
68	Towel	1	0	8	0
69	Commode complete	1	10	0	0
70	Stools	4	2	15	0
71	Side racks	5	15	15	0
72	Washing table	1	5	8	0
73	Bench	1	4	6	0
74	Notice and sign boards	3	6	12	0
75	Paper racks	6	10	8	0
76	Chok pardahs	8	31	7	0
77	Locks ordinary	54	27	5	0
78	Table cloths	5	6	4	0
79	Cloth curtains	3	3	1	0
80	Electric bulbs	47	22	6	0
81	Grass mats	24	12	0	0
82	Sorters' boxes with 2 lids	126	425	6	0
83	Boxes with one lid for Supervisor	15	26	2	0
84	Pigeon-holes	125	218	12	0
85	Hammer	1	0	9	0
86	Iron sigris	20	38	12	0
87	Fire tongs	20	12	8	0
88	Namdhas	28	112	0	0
89	Water tumblers glass	36	5	13	0
Total			2,154	8	0
Grand total cost for both offices			5,426	1	0

## APPENDIX ' B '.

*Hidayats when drafted, sent to press and issued.*

Serial No.	Particulrs.			Dates when drafted.	Dates when sent to press.	Dates when received.	Dates when issued.
1	2			3	4	5	6
1	English Hidayat	No. I	...	19-3-1940	23-3-1940	23-4-1940	25-4-1940
2	Urdu	No. I	...	27-3-1940	1-4-1940	15-4-1940	20-4-1940
3	English	No. II	...	6-4-1940	9-4-1940	25-4-1940	27-4-1940
4	English	No. III	...	12-4-1940	15-4-1940	2-5-1940	6-5-1940
5	Urdu	No. III	...	18-4-1940	23-4-1940	21-5-1940	22-5-1940
6	English	No. IV	...	3-5-1940	3-5-1940	13-5-1940	22-5-1940
7	English	No. V	...	6-5-1940	8-5-1940	17-5-1940	23-5-1940
8	English	No. VI	...	8-5-1940	9-5-1940	21-5-1940	19-6-1940
9	English	No. VII	...	12-5-1940	13-5-1940	27-5-1940	30-5-1940
10	English	No. VIII	...	16-5-1940	25-5-1940	15-6-1940	10-7-1940
11	Urdu	No. VIII	...	24-5-1940	8-6-1940	20-7-1940	31-7-1940
12	English	No. IX	...	28-5-1940	3-6-1940	18-6-1940	28-6-1940
13	English	No. X	...	25-6-1940	8-7-1940	7-8-1940	20-8-1940
14	Urdu	No. X	...	4-7-1940	25-7-1940	16-8-1940	30-8-1940
15	English*	No. XI	...	8-7-1940	8-7-1940	8-7-1940	12-7-1940
16	English	No. XII	...	14-7-1940	20-7-1940	10-8-1940	20-8-1940
17	Urdu	No. XII	...	18-7-1940	4-8-1940	20-9-1940	23-9-1940
18	English	No. XIII	...	25-7-1940	30-7-1940	14-8-1940	20-8-1940
19	Urdu	No. XIII	...	29-7-1940	18-8-1940	16-10-1940	25-10-1940
20	English	No. XIV	...	7-8-1940	13-8-1940	2-9-1940	12-9-1940
21	English	No. XV	...	23-8-1940	3-9-1940	16-9-1940	23-9-1940
22	Book of Instructions in Urdu		...	4-9-1940	9-9-1940	4-10-1940	5-11-1940
23	Book of Instructions in Hindi		...	24-9-1940	27-9-1940	11-1-1941	15-1-1941
24	Supplementary Instructions in English*		...	16-12-1940	17-12-1940	17-12-1940	19-12-1940
25	Supplementary Instructions in Urdu*		...	16-12-1940	17-12-1940	17-12-1940	19-12-1940
26	Code of Census Procedure in English		...	30-8-1940	14-10-1940	6-12-1940	7-12-1940

\*These were produced on the office cyclostyle.

## APPENDIX 'C'.

*Hidayats and Forms.*

Serial No.	Particulars.	Number printed.	Number used.	Surplus.
1	Hidayat No. I—English (Instructions for the preparation of the General Village and Town Register) .. .. .	200	182	18
2	„ No. I—Urdu (Instructions for the preparation of the General Village and Town Register) .. .. .	4500	4139	361
3	„ No. II—English (General scheme of the Census) .. .. .	200	186	14
4	„ No. III—English (Formation of Census Divisions and preparation of the Charge Register) .. .. .	200	189	11
5	„ No. III—Urdu (Formation of Census Divisions and preparation of the Charge Register) .. .. .	1000	966	34
6	„ No. IV—English (Changes in the area of administrative units) .. .. .	200	190	10
7	„ No. V—English (Selection and appointment of Charge Superintendents) .. .. .	200	190	10
8	„ No. VI—English (Census of persons in Railway areas) .. .. .	200	149	51
9	„ No. VII—English (Preparation of maps for Census purposes) .. .. .	200	184	16
10	„ No. VIII—English (Special arrangements to meet particular circumstances) .. .. .	200	185	15
11	„ No. VIII—Urdu (Special arrangements to meet particular circumstances) .. .. .	3000	2721	279
12	„ No. IX—English (Enumeration in cantonments and other Military areas) .. .. .	200	188	12
13	„ No. X—English (House numbering and preparation of the House Lists) .. .. .	500	444	56
14	„ No. X—Urdu (House numbering and preparation of the House Lists) .. .. .	3000	2573	427
15	„ No. XI—English (Census Questionnaire) .. .. .	1011	1011	
16	„ No. XII—English (Notes and Instructions for the guidance of Charge Superintendents) .. .. .	500	463	37
17	„ No. XII—Urdu (Notes and Instructions for the guidance of Charge Superintendents) .. .. .	3000	2857	143
18	„ No. XIII—English (Notes and Instructions for the guidance of Supervisors) .. .. .	500	463	37
19	„ No. XIII—Urdu (Notes and Instructions for the guidance of Supervisors) .. .. .	4500	3967	533
20	„ No. XIV—English (Enumeration programme including non-synchronous areas) .. .. .	500	464	36
21	„ No. XV—English (Distribution of Enumeration pads) .. .. .	600	464	136
22	Books of Instructions for Enumerators in Urdu .. .. .	28000	27527	473
23	Books of Instructions for Enumerators in Hindi .. .. .	200	189	11
24	Supplementary Instructions in English .. .. .	519	519	
25	Supplementary Instructions in Urdu .. .. .	661	661	
26	Code of Census Procedure .. .. .	500	462	38

Serial No.	Particulars.	Number printed.	Number used.	Surplus.
27	Census Act in English	1000	759	241
28	Census Act in Urdu	990	738	252
29	Appointment Parwanas in Urdu	35000	*27174	7826
30	Appointment Parwanas in English	500	425	75
31	Enumeration Pads (Slips)	5000000	4975100	24900
32	General Town and Village Register Forms	8000	6575	1425
33	Charge Register Forms	9000	8870	130
34	Special Household Schedule Forms	2000	1688	312
35	Circle Summary Forms	6210	6210	
36	Charge Summary Forms	780	780	

\*Includes 4443 issued as spares to District Census Officers and Tehsil Census Officers to meet emergencies.

## APPENDIX ' D '.

*Stationary articles purchased from Depot and locally with cost paid for local purchases.*

Serial No.	Name of articles.	Articles purchased from Depot.	Articles purchased locally.	Cost paid for local purchases.
1	2	3	4	5
				Rs. A. P.
1	File boards	550		
2	Flaps	450		
3	Brown covers	1500		
4	Envelopes brown $9\frac{1}{2} \times 4\frac{1}{2}$	18000		
5	Envelopes brown $14 \times 9$	1100		
6	Craft paper	6 reams & 10 qrs.		
7	Hanai paper	175 reams		
8	Blotting paper	5	„	
9	F. C. paper plain	25	„	
10	F. C. paper ruled	40	„	
11	White paper 15 lb.	8	„ 15 qrs.	
12	Type paper	102	„	
13	Type carbon paper	6	„	
14	Pen holders superior	280		
15	Lead pencils H. B.	3408		
16	Red and Blue pencils	312	13 dozen	12 8 0
17	Lead pencils 4-H.	6		
18	Copying pencils	24		
19	Nibs relief	42 gross	1 gross	4 8 0
20	Nibs waverly	11		
21	Nibs ball pointed	90		
22	B. B. ink tins	210		
23	B. B. ink packets	170		
24	Stephen B. B. ink bottles	13		
25	Red ink tins	30		
26	Red ink packets	80		
27	Stephen's Red ink bottles	1		
28	Pad ink stamping bottles	48	12 bottles	3 0 0
29	Ink stands 1st Class	3		

Serial No.	Name of articles.	Articles purchased from Depot.	Articles purchased locally.	Cost paid for local purchases.
1	2	3	4	5
				Rs. A. P.
30	Inkpots ordinary	322	4	3 0 0
31	Scissors	11		
32	Dusters	42		
33	Bastanies (Khadder cloth)	50 yds.		
34	Knives bone handle	1		
35	Knives wooden handle	32		
36	Gum dry	46 lbs.	4 lbs.	2 4 0
37	Gum bottles filled	12	3	2 1 0
38	Tags	10500		
39	Record laces	472		
40	Pins	521 packets		
41	Call bells	7		
42	Type ribbon	36		
43	Type rubbers	24		
44	Type oil bottles	9		
45	Awls	36		
46	Punching machines	3		
47	Letter weighing scales	2		
48	Gem paper clips	10 boxes		
49	Pen racks	10		
50	Pin cushions	4		
51	Sealing wax	11 packets		
52	Wax candles	16 „		
53	Cotton thread	92 lbs.	5 lbs.	4 6 0
54	Sutli	64 „		
55	Stamping pads	11		
56	Rubbers ordinary	12	12	3 0 0
57	Rulers wooden	18		
58	Yellow tape	1 packet		
59	Twine balls	10		
60	Envelopes cloth lined 9½×4½	100		
61	Brown paper 120 lbs.	5 qrs.		

Serial No.	Name of articles.	Articles purchased from Depot.	Articles purchased locally.	Cost paid for local purchases.
1	2	3	4	5
				Rs. A. P.
62	Paper weights	11		
63	Paper trays Iron	2		
64	Needles	18		
65	Confidential trays	2		
66	Type brnshes	6		
67	Note paper (D. O.)	5 packets		
68	Blotting pads	1	3	2 4 0
69	Blotters wooden	4		
70	White paper 24 lbs.	3 reams.		
71	Measuring tape	1		
72	Sponges	6		
73	Envelopes (D. O.)	250		
74	Stencil paper No. 6	8 qrs.	3 qrs.	26 1 0
75	Cyclostyle ink tubes	18		
76	Rubbers stamps		12	12 11 0
77	Stencil paper No. 6½	3 qrs.		
78	Protecting varnish	1 bottle		
79	Correcting fluid	1 „		
80	Copy books		2	1 14 0
81	File boards large		24	18 0 0
82	Thread balls		150 dozen	54 3 6
			Total ..	149 12 6

## APPENDIX ' E '.

*Scale of stationery articles issued to Charge Superintendents etc.*

## SCALE FIXED FOR EACH.

Serial No.	Name of article.	SCALE FIXED FOR EACH.		
		Charge Supdt.	Supervisor.	Enumerator.
1	Hanai paper	...	1/2 qr.	1/2 qr.
2	Pencil H B.	...	1	1
3	Persian pen	...		1
4	Cotton thread	...	1 tola	
5	Black ink	...	1½ puri	1/2 puri
6	Earthen inkpots	...	1	1
7	Penholders ordinary	...	1	
8	Nibs Hindu	...	1	
9	Needles large	...	2	
10	Shungraff	...	1½ tola	

## APPENDIX ' F '.

*Scale of issue of stationery articles.*

Name of articles.

Scale per clerk per year.

(DIRECTION OFFICE)					
Nibs	...	...	...	...	72
Blotting paper	...	...	...	...	1 qr.
Pins	...	...	...	...	6 packets
Pencils H. B.	...	...	...	...	6
Penholders	...	...	...	...	2
Inkpots ordinary glass	...	...	...	...	2
Red Blue pencils	...	...	...	...	1
Knives	...	...	...	...	As required
Scissors	...	...	...	...	As required
Hanai paper	...	...	...	...	3 qrs.—more as required.
Fullscap paper	...	...	...	...	6 qrs.—more as required.
Cotton thread	...	...	...	...	As required.
Blue black ink and Red ink	...	...	...	...	4 packets.
Sutli	...	...	...	...	As required.
Type paper	...	...	...	...	12 reams
Type carbon paper	...	...	...	...	24 qrs.
					} for Typists only.
Tags	...	...	...	...	50

## (DISTRICT AND TEHSIL CENSUS OFFICERS)

(For the whole Census Operations)

					Per District.	Per Tehsil.
Nibs	...	...	...	...	6	8
Blotting paper	...	...	...	...	2 sheets	2 sheets
Pins	...	...	...	...	1/2 packers	1 packet
Pencils H. B.	...	...	...	...	2	2
Red and Blue pencils	...	...	...	...	...	2
Hanai paper	...	...	...	...	2 qrs.	5 qrs.
Fullscap paper (ruled)	...	...	...	...	1/4 ream	2 qrs.
Envelope	...	...	...	...	100	60
Type paper	...	...	...	...	1/2 ream	1/2 ream
Type carbon paper	...	...	...	...	1 qr.	1/2 qr.
Brown covers	...	...	...	...	8	2
Tags	...	...	...	...	60	60
Draft forms	...	...	...	...	40	60

## APPENDIX 'G'.

*Enumeration pads issued.*

District.	Name of Tehsil.	NUMBER OF PADS ISSUED.		REMARKS.	
		Of 100 slips each.			Of 25 slips.
		Urdu	Hindi		
Jammu	Jammu	1427		12	
	Jammu City	869	25	32	
	Samba	1010		308	
	Sri Ranbirsinghpura	1353		8	
	Akhnur	1142		116	
		20			Issued to D. C. O. as spares.
Kathua	Kathua	586		8	
	Jasmergarh	709		4	
	Basohli	963		216	
		20			Issued to D. C. O.
Udhampur	Udhampur	589	150	19	
	Kishtwar	702		45	
	Ramban	815		331	
	Ramnagar	814		20	
	Bhadrawah	658		16	
		15			Issued to D. C. O.
Reasi	Reasi	1361		124	
	Rajouri	1615		199	
		20			Issued to D. C. O.
Mirpur	Kotli	1552		96	
	Mirpur	1757		12	
	Bhimbar	2344		16	
		20			Issued to D. C. O.
Chenani	Chenani	179		8	
Poonch	Haveli	1279		292	
	Mendhar	1306		8	
	Bagh	1391		12	
	Sadhnuti	1625		12	
	Karloop Jagir	48		4	
				80	Issued to D. C. O.
Baramulla	Uttermachipura (Handwara)	2815		273	
	Baramulla	1751		116	
	Sri Pratapsinghpura (Badgam)	1947		168	
	Gurez	168		2	
		20			Issued to D. C. O.
Anantnag	Tehsil Khas	1286		276	
	Srinagar City	2098		1556	
	Awantipura (Pulwama)	1731		345	
	Kulgam	1744		595	
	Anantnag	2672		16	
		20			Issued to D. C. O.
Muzaffarabad	Muzaffarabad	1376		212	
	Uri	940		58	
	Karnah	632		33	
		20			Issued to D. C. O.



## APPENDIX ' H '.

*Statement showing the details of the Tabulation Staff and the sanctioned rates of pay.*

Serial No.	Designation.	No.	Monthly rate of pay.
			Rs.
1	Tabulation Officer	1	200
2	Assistant Tabulation Officer	1	100
3	Inspectors	2	75 each
4	Senior Supervisor	1	50
5	Supervisors	12	30 each
6	Sorters	120	20 each
7	Copyists	2	20 each
8	Accountant	1	30
9	General Clerk	1	50
10	Record Keeper	1	30
11	Assistant Record Keeper	1	25
12	Typist	1	25
13	Receipt and Despatch Clerk	1	20
14	Peons	5	14 each
15	Chowkidar	1	14

NOTE.—Twelve additional Sorters were employed for three months at Rs. 20 p. m. each from Har to end of Assuj 1998.

## APPENDIX 'I'.

*Representatives of the public who supplied notes on various subjects.*

Name.				Subject.
1. Khan Bahadur Thakur Aga Syed Hussain Ji ...	---	...	...	The Shia Community.
2. Ch. Lachhman Singh Charak	---	---	...	The Dogra and Rajput Communities.
3. Pandit Jia Lal Kilam	...	...	...	The Kashmiri Pandit Community.
4. Sh. Abdul Hamid	...	...	...	General Economic conditions.
5. Pandit Kashyap Bandhu	...	...	...	General Economic conditions.
6. S. Dhian Singh	...	...	...	The Sikh Community.
7. Pt. Shambu Nath Dhar	...	...	...	The Buddhist Community.
8. Pt. Jia Lal Sopori	...	...	...	The Arya Samaj.

## APPENDIX ' J '.

## Abstract of Expenditure.

Serial No.	Expenditure Heads.	1996-97.			1997-98.			1-7-1998 to 32-3-1999.			Grand total.			Recoveries & Refunds.			Total net Expenditure.		
		Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
1	Salary	12,517	4	0	18,000	0	0	15,960	0	0	46,477	4	0				46,477	4	0
2	Establishment	3,225	15	0	(a) 28,590	0	0	(b) 22,370	15	0	54,186	14	0	180	0	0	54,006	14	0
3	Travelling	975	11	0	1,899	6	0	480	6	0	3,355	7	0	75	6	0	3,280	1	0
4	Postage and Telegrams	1,037	2	0	1,496	15	0	300	0	0	2,834	1	0				2,834	1	0
5	Contingencies	735	9	9	1,431	12	6	888	0	0	3,055	6	3	347	5	0	2,708	1	3
6	Furniture including Almirahs and Racks	517	2	0	1,060	2	0				1,577	4	0	1,126	11	6	450	8	6
7	Stationery local purchase	22	13	0	95	12	6	31	3	0	149	12	6				149	12	6
8	Stationery Depot purchase	1,005	14	0	1,345	7	0	115	5	0	2,466	10	0	767	2	0	1,699	8	0
9	District Contingencies	803	0	0	803	0	0				1,606	0	0	1,007	1	0	598	15	0
10	Freight and Carriage	807	7	0	772	4	6	377	12	0	1,957	7	6				1,957	7	6
11	Uniforms	86	13	0	65	5	6	49	4	0	201	6	6				201	6	6
12	Purchase of Cycles	66	8	0	80	0	0				146	8	0	123	9	0	22	15	0
13	Printing at Govt. Press	8,277	15	3	3,401	8	6	(c) 16,171	8	0	27,850	15	9	1,349	6	0	26,501	9	9
14	Printing at Private Press				17	8	0				17	8	0				17	8	0
15	Office Rent	800	0	0	2,400	0	0	2,000	0	0	5,200	0	0				5,200	0	0
16	Packing Cases	19	6	0	0	4	0				19	10	0				19	10	0
17	Purchase of Stencils & Ink	105	3	0	163	1	0				268	4	0	37	9	0	230	11	0
18	Purchase of Type-writers	668	0	0	196	0	0				864	0	0	691	10	0	172	6	0
19	Stationery for Districts	2,447	3	6	500	0	0				2,947	3	6	37	9	0	2,909	10	6
20	Purchase of Boxes and Pigeon-holes				664	4	0				664	4	0	281	5	0	382	15	0
21	Purchase of House-numbering materials	1,149	0	0							1,149	0	0	440	6	0	708	10	0
22	Purchase of Boxes and Trunks							99	5	0	99	5	0				99	5	0
	Total	35,267	14	6	62,982	10	6	(d) 58,843	10	0	1,57,094	3	0	(e) 6,464	15	6	1,50,629	3	6

NOTE.—(a) Includes Rs. 1,455-13-0 paid on account of District Allowances.

(b) Includes Rs. 806 paid as bonus to Tabulation Officer and Direction Office staff.

(c) Includes Rs. 14,000 placed at disposal of the Ranbir Government Press, Jammu to cover the cost of printing the report. The unspent balance will be adjusted by him.

(d) Column 5 includes provision under various heads for a small staff retained beyond the end of Mar 1999 for a limited period.

(e) Column 7 includes the value of furniture articles etc., supplied to other Government Departments free of cost.

## APPENDIX 'K'.

## A.—Statement showing total cost of Census.

					Rs.	A.	P.
(i)	Cost of census upto end of Chet 1997	...	...	...	55,217	0	0
(ii)	Cost of census from 1-1-1998 to close of census work...	...	...	...	1,01,877	3	0
				Total	1,57,094	3	0
(iii)	Receipts and Refunds	...	...	...	6,464	15	6
(iv)	Net Cost	...	...	...	1,50,629	3	6

## B.—Statement showing approximate cost of (a) Tabulation and (b) Compilation.

Particulars.	Approximate time and cost of Tabulation.		Approximate time and cost of Compilation.		
	1	2	3		
		Days.	Cost.	Days.	Cost.
			Rs.		Rs. A. P.
1. Checking of Record	...	25	3,019		
2. Box making	...	16	1,801		
3. Imperial Table VI	...	6	649	5	360 0 0
4. „ „ VII	...	25	2,621	9	675 0 0
5. „ „ VIII	...	42	4,536	36	2,546 0 0
and supplementary sorting	...	10	1,071		
6. „ „ IX	...	7	743	5	330 0 0
7. „ „ X. (a) & (b)	...	7	746	3	203 0 0
8. „ „ XI	...	5	540	4	330 0 0
9. „ „ XII (Parts I & II)	...	13	1,408	9	633 0 0
10. „ „ XIII	...	28	3,106	}	2,123 6 0
11. „ „ XIV	...	13	1,413		
12. „ „ XV	...	5	548		
13. Fertility	...	16	105	13	817 0 0
14. Housing statistics	...	18	1,821	6	407 0 0
	Total	236	24,127	90	8,424 6 0

NOTE.— (i) Imperial Tables I to V, XVI and State Tables I and II were compiled in the Direction office and their compilation involved no extra expenditure.

(ii) Imperial Tables XIII, XIV and XV were compiled during tabulation; the staff employed on this work, the time taken and therefore the cost cannot be given separately.

*C.—Statement showing detail of Receipts and Refunds under all heads.*

							Rs.	A.	P.
Establishment	..	..	..	..	...	..	180	0	0
Travelling allowance	..	..	..	..	..	..	75	6	0
Contingencies	..	..	..	...	..	..	347	5	0
Furniture	..	..	...	..	..	...	1,126	11	6
Stationery	..	..	...	..	..	...	767	2	0
District Contingencies		..	...	..	..	..	1,007	1	0
Purchase of cycles	...	..	..	..	..	...	123	9	0
Printing Charges	..	..	..	..	..	..	1,349	6	0
Purchase of Stencils etc.	..	..	..	..	..	..	37	9	0
Purchase of type-writers	..	..	..	...	...	...	691	10	0
District Stationery	..	..	..	..	..	..	37	9	0
Boxes and Pigeon-holes	..	..	..	..	..	..	281	5	0
House Numbering material	...	..	..	..	..	..	440	6	0
						<b>Total</b>	<b>6,464</b>	<b>15</b>	<b>6</b>

