



Census of India, 1931

VOLUME XXII

GWALIOR,

Part I.—Report

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INTRODUCTION.

1. The present Report which counts as Volume XXII in the India series of Census Reports deals with the results of the Census of the Gwalior State taken on the evening of the 26th February, 1931.

2. There have been in all six censuses of the population of the Gwalior State and all these have been synchronous with those taken in British India. In the first four, namely, those taken in 1881, 1891, 1901 and 1911, Gwalior was included in Central India, while in the last two taken in 1921 and 1931 the State has been a separate unit.

3. Probably only those who have closely studied or have been engaged in carrying out a Census realize the enormous amount of preparatory work that has to be accomplished for the purpose of getting accurate returns. The improvisation once in ten years of a huge unpaid staff, the organisation of arrangements for its training and supervision of its work at all stages are complicated matters at the best of times involving an enormous amount of attention to details. The existence of a single weak link in the chain of organization may involve a disaster out of all proportion to its apparent importance.

The present Census was taken on lines similar to those of 1921. The more noticeable features connected with the operations are briefly as under.

4. As soon as it was decided that a decennial Census should be taken, I was appointed Census Commissioner for Gwalior and entered on my duties on the 1st January, 1930. The first thing that engaged my attention was the drafting of the Gwalior Census Bill, which passed into law on the 22nd November, 1930. Unlike the Indian Census Act, which is limited in operation to a single Census, the Gwalior Act, 1930, is a perpetual Act having application not only to the recent Census but also to all future Censuses in Gwalior. It is the duty of the Darbar's Census Commissioner to be appointed under that Act to take all necessary steps for carrying out the provisions of the Act subject to the directions of the Home Member. Under the authority thus given, arrangements were made for the taking and the collection of the present Census.

5. Considerable preparations had, however, been previously necessary. Active arrangements commenced to be made at the end of 1929, when the nucleus of a Census Office was started. The first step taken was the preparation of the General Village Register in which was shown a complete list of the villages and hamlets in each Tehsil, the number of houses and the number of workers available for enumeration. Without such a register it is impossible to make sure that no villages or hamlets have been left out, to form Census divisions and to estimate the number of Census schedules required.

Past and Present Censuses.

Preparation for the Census.
(a) General.

(b) Legislation.

(c) Various Steps in the Enumeration Stage.

Soon after the issue of instructions for the completion of Village Registers, the whole State was divided into Census divisions and a Charge Superintendent was appointed for each such division. The Charge generally corresponded with a Parganah or Tehsil, a town, a city or an estate. In some cases the Parganahs were apportioned into two charges. The Charge Superintendents as a rule were either Tehsildars or Parganah Judicial Officers; Assistant Charge Superintendents, subordinate officers of the Revenue, Judicial, Police and Education Departments; the supervisors, subordinate revenue officers, clerks, schoolmasters, patwaris; the enumerators were the village patwaris, schoolmasters, clerks, senior students, shop-keepers and the like. All municipal areas were placed under the chief municipal officer of the place. Cantonments were censused by the Cantonment authorities and the Census of the Railways was carried out by the Railway staff. Big compact estates were treated as complete separate units and enumerated by their Kamdars.

On their appointment the Charge Superintendents started the formation of the necessary Census divisions, of charges, circles and blocks with the aid of the Village Registers. The basis of the enumeration was the "House". The Block was a group of from 30 to 50 houses in charge of an enumerator. The Circle was the next unit, each consisting of 10 to 15 blocks and was in charge of a supervisor who saw that the enumerators did their work properly and understood orders. The next unit was a Charge. It was composed of a group of circles and was under a Superintendent who attended to the general management of the charge. There were thus in the whole State 146 charges, 2,492 circles and 28,470 blocks. This sub-division entailed the preparation of maps of all the charges showing as clearly as possible the boundaries of the various circles and blocks in each charge. These maps were of the greatest service in the conduct of the Census. Tehsildars have been asked to preserve these maps carefully for use at the next Census.

The whole area was then ready for house-numbering. Each village was numbered consecutively right through. This was finished everywhere by the 15th of November, 1930. During the period the enumerators and supervisors had been selected and were undergoing training under the Charge Superintendents, I and my assistants held at the headquarters of the various Census charges training classes at which instructions to Charge Superintendents and selected supervisors and enumerators were imparted. The former in their turn opened training classes at convenient centres in their charges and circles.

General directions for the guidance of enumerators were furnished on the cover of the enumeration books. These were from time to time reinforced by circulars to facilitate each stage of the operations. Manuals of Instructions for Charge Superintendents and supervisors were also compiled and issued in advance. A specimen enumeration book with typical entries was also issued for instruction to each enumerator.

The principal new departure in the method of training the Census agency was the use made of the "pink schedule". A copy of this schedule was supplied to each enumerator who immediately after receiving instructions

was required to visit the neighbourhood and fill up the columns of his copy of the schedule. The schedules so filled in were scrutinized in the Head Office by a special staff and returned after correction to the individuals concerned. The entries in the final schedule were distinctly better, more accurate and more uniform. All officers concerned have testified to the extreme usefulness of this precautionary measure.

The dates for carrying out the principal operations and for the training of the Census agency, the completion of the different stages and supply of forms were fixed up in advance. Further, every Charge Superintendent was required to submit on specified dates a report as to the progress of the work in his charge at each stage of the operations. This had a very good effect. It kept me on the alert and at the same time made it possible for the operations to advance with precision up to the final day of enumeration.

The machinery being thus put in working order and house-numbering checked with the Block and House Lists, the Preliminary Enumeration was started in the first week of January in villages and on the 15th January in towns. This consisted of the writing up by the enumerator in the enumeration schedule the necessary particulars regarding all ordinary residents of each numbered house. The information recorded consisted of name, religion, sex, age, civil condition, caste, particulars as to occupation and dependence, birthplace, mother-tongue, literacy or illiteracy, literacy or illiteracy in English and certain infirmities. The preliminary record was finished by the 5th of February, 1931. The interval between this date and the Census day was utilized by supervisors and Charge Superintendents in checking and correcting the entries. My Assistants, and a number of other administrative officers also, checked portions of the record in the course of their tours.

After the completion of the Preliminary Enumeration the village and town-dwellers were warned by proclamation to remain in their houses on the night of the 26th February, 1931, until the enumerator came and to give all particulars asked for and to supply information regarding all newcomers and newly-born children. All zamindars were ordered to accompany the enumerators as the latter went round their blocks and to render to them all possible assistance in carrying out the enumeration. To allow all officials who could be spared to assist in the Final Enumeration and accelerate the compilation of the Provisional Totals, all public offices, schools, etc., were closed on the 26th and 27th February, 1931.

Special arrangements were made for the enumeration of fairs, railway travellers, hospitals, jails, etc. All travellers by road and by rail were provided with Travellers' Tickets showing that they had been enumerated to avoid double counting.

6. The actual Census was taken between 7 P. M. and midnight on the 26th February, 1931. Each enumerator visited every house in his block and brought the record up to date by striking out the entries con-

cerning persons who had left or died and entering the necessary particulars for all newcomers and newly-born children.

On the morning after the Census the enumerators of each circle met their supervisors and prepared an abstract which was carefully checked by a fellow-enumerator and posted by the supervisor in a summary for his circle. The circle summaries were in their turn similarly tested and combined into a charge summary after which the totals were telegraphed to me. The first totals were received from Narwar Town. Special arrangements were made in my office for combining and wiring the Provisional Totals for the State as a whole to the Census Commissioner for India. The total population of the State according to these Provisional Totals numbered 3,520,708 of whom 1,867,299 were males and 1,653,409 females.

After going through various processes of sorting and tabulating the Final Totals were obtained which gave 3,523,070 persons of whom 1,867,031 were males and 1,656,039 females. The final figures revealed a difference of only 0.67 per cent.

In a preliminary notification the obligations of all public servants and subjects of the Darbar to assist in the taking of the Census were clearly defined and published in the *Gwalior Government Gazette*. On the whole, the course of Census operations ran quite smoothly and no necessity for any prosecutions under the Census Act arose anywhere. All concerned cordially helped in the operations. The demeanour of the public was excellent throughout. For services rendered in the taking of the Census all Census officials were granted Certificates or Sanads. The enumerators and supervisors received certificates from the Charge Superintendents of the area in which they worked, while Sanads of four classes—Special, First, Second and Third—were granted to Charge Superintendents, Assistant Charge Superintendents and those enumerators and supervisors whose work was found specially commendable. The Sanads of the Special Class were issued over the signature of Her Highness the President of the Council of Administration, those of the First Class were signed by the Home Member and those of the 2nd and 3rd Class by the Darbar's Census Commissioner.

The Post-Census Operations.

7. After completing the enumeration stage the next step was to despatch the enumeration books as soon as possible to the Central Office where the Abstraction and Compilation work was to take place. On arrival the books were checked with the circle and charge summaries and entered in the record register so as to enable them to be issued for Abstraction systematically.

The Code of Instructions for copying on slips the particulars of each person enumerated, for sorting the written-up slips and tabulating and compiling the results was issued in advance by the Census Commissioner for India. This was followed in all processes.

(a) Abstraction.

8. The system of abstracting entries from the schedule form was the same as was followed in 1921. Religion was indicated by the colour, while

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sex and civil condition were indicated by symbols printed on the slips. These symbols are shown below :—



The selection of the right slip thus obviated the necessity of making any entry for religion, sex or civil condition. The labour of copying was still further reduced by the use of abbreviations.

Abstraction offices were opened at Lashkar, Gwalior and Morar. Care was taken to select the best men available from among the clerks, teachers and students. With the object of finishing the work with all possible speed it was decided to work two shifts, the earlier shift commencing at 10 A. M. and the later at 5 P. M. This arrangement lasted for more than 8 weeks. The copying staff recorded a maximum of 460 and was gradually reduced by retrenchments, the more competent persons being retained for sorting and tabulation. This arrangement worked admirably and within 8 weeks of the Census the whole of the 3½ million slips had been prepared.

9. The Sorting took longer. There were in all 21 Tables to be constructed and some of them, such as those connected with Occupations and Caste were very complicated. The work, however, was practically finished by 24th June, 1931.

(b) Sorting.

10. Compilation was carried on simultaneously with Sorting. Tickets showing particulars required for all the Tables were prepared for the smaller units by the sorters and these were entered up in Compilation registers. Compilation of figures for all the Tables was finished by the first week of September. The Imperial Tables were sent to the Census Commissioner for India in manuscript and simultaneously to the Press. The Table Volume was issued on 29th March, 1932.

(c) Compilation.

11. Owing to the tremendous amount of work involved in checking the Subsidiary and other Tables it was impossible to start in earnest the writing of this report till the last week of June, 1932, though the material had been in process of collection for sometime past. In May, 1931, I was appointed Director of Co-operative Societies and the present report has been written during such time as I was able to spare from my other duties, of some

(d) Report.

portion of which I was relieved for 8 weeks by the kindness of the Finance Member.

It should here be remarked that although the report is a State publication, the views and conclusions therein are entirely my own and I alone am responsible for them.

The Cost of the Census.

12. The accounts have not yet been finally made up as the printing of this report is still in progress and the office is not yet closed. Approximate figures can, however, be given. The total expenditure up to the 1st of January, 1933 is Rs. 1,01,116/7/11 to which may be added Rs. 3,000 as the approximate cost of printing the report and of the small establishment that will have to be maintained for 4 months. This works up to Rs. 28/11/2 per 1,000 of the population against Rs. 32/3/9 in 1921.

Acknowledgments.

13. It would be difficult to specify by name all those who have cordially co-operated in all stages of the Census Operations. The Charge Superintendents who worked immediately under me have done extraordinarily well and my warmest thanks are due to each and all of them for the zeal and energy with which they carried out the exacting duties of the enumeration. Of these I must especially refer to the work of Bhaiya Kesho Lal and Lala Mathura Prasad. Both these gentlemen have been unsparing in their efforts in carrying out the enumeration of their respective charges and supervising the Abstraction offices at Gwalior and Morar.

I would also tender my best thanks to all the Heads of Departments and to all officials who assisted, for their ready and unfailing help.

I have to acknowledge my indebtedness to my immediate staff. I could have wished for no more devoted workers. The Assistant Commissioners, Rao Sahib S. S. Patey and Lala Shri Ram and the Superintendent, Jagir Areas, L. Badri Prasad, worked to my entire satisfaction. The last-named gentleman did exceptionally good work in supervising the Abstraction and Tabulation offices. I cannot too highly praise the industry, care and energy shown by my Head Clerk, L. Daya Ram Gupta, in the arduous task of checking the work of Abstraction and Tabulation as well as of attending to the correspondence work and the extra responsibilities which my transfer to the other duties latterly threw upon him. To my Special Assistant, L. Krishna Mohan Varma, M. A., LL.B., I am indebted for collecting the material for the Report. He deserves commendation for the painstaking accuracy with which the Subsidiary and Marginal Tables were prepared and final copies of the Chapters completed for the press.

I am likewise indebted to Mr. Y. T. Mangaonkar, the Manager of the Alijah Darbar Press, which printed this Report and the vast mass of the forms and schedules issued in the various stages of the Census, for meeting my most unreasonable requests and also to the Hindustan Times Press, Ltd., Delhi, where the maps and diagrams were printed. My thanks are also due to M. Mansur Ali Khan, District Engineer, Irrigation, who supervised the preparation of maps and diagrams.

A most welcome saving in the expenditure was effected by the offer of a large amount of office furniture by the officiating Political Member,

Sabibzada Sir Sultan Ahmad Khan, and I desire to express my thanks for the assistance so received.

I owe a personal debt of gratitude to Col. Sir K. N. Haksar for his great kindness in reading through the manuscript of each Chapter of this Report.

I must not omit to mention my obligations to the Home Member, Shreemant Khase Sahib Pawar, whose ready help was always at my disposal without which indeed I should have found my duties very difficult to carry out.

To Dr. J. H. Hutton, Census Commissioner for India, I owe more than I can acknowledge for his ready help in all my difficulties.

Finally, I cannot bring this review of the Census of Gwalior State to a close without recording my sense of obligation to the Council of Administration for their generous and willing assistance to me at all stages of the work.

1st January 1933.

R. L.