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# Census of India, 1931

VOLUME XIX

## BARODA

### PART I—REPORT

*By*

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## INTRODUCTION

**1. Introductory**—This Report embodies the results of the seventh census of this State. The first regular census of the modern type was taken in Baroda on the 21st February 1872. It was not however part of the general Indian Census. The preliminaries were undertaken independently by the State authorities and the materials were in part tabulated here and completed in Bombay, but no separate Report was written. 1881 was the first occasion when a census was taken synchronously with the rest of India, on a uniform general plan conformed to by all the British provinces and principal Indian states co-operating under the Census Commissioner for India. The Baroda Census Report for 1881 was the first of its kind issued by this State. The Report on the Baroda Census of 1891 was issued in 1894 as Volume XXIV of the all-India series. Since then the Census Reports of this State have regularly formed part of the Indian Census Volumes, issued under the general editorship of the Census Commissioner for India, and conforming in all material respects—arrangements of chapters, forms of tables, etc., to other Reports of the series. This Report is therefore the sixth issued by the State. It forms Volume XIX of the all-India series. The different parts of the Baroda Census series are detailed in the margin. An abridged report—entitled “Some Results of the Census”,—was issued as soon as the Tables were compiled, in order to enable local officers and others to have a first view of the results. The Gujarati Summary is being prepared by Mr. Gokaldas M. Shah, Principal of the Male Training College, who has done this work with great credit since 1911.

Name	Part of Volume XIX
Census Report .. .. .	Part I
Some Results of the Census .. .. .	“ I.A
Imperial and State Tables Volume .. .. .	“ II
Administrative Volume .. .. .	“ III
Gujarati Summary Volume .. .. .	...
Village Tables Volume (also in Gujarati).	..

**2. Process of Census Taking described:** (a) *Preliminary Operations*—The Administrative Volume gives a very full and detailed account of the various stages of the operations from start to finish. This volume is intended for the use of future Census Commissioners of the State and other officers entrusted with the details of the work. This Report, on the other hand, is primarily intended for the general reader. But there may be some of this category whom the minutiae of census taking do not appeal. Assuming that these pages do find their way to such an individual, he may want to know how the thing is done. The census was taken on the 26th February 1931. But the preparations began about ten months previously. The State Census Office was opened on the 1st May 1930. The first requisite was the drafting of a Census Act on the lines of the British Indian legislation. Next, the district organisation was mobilised. The Subas, Naib Subas and Vahivatdars became *ex-officio* district census officers, sub-divisional census officers and charge superintendents respectively for their jurisdictions. The Municipal Commissioner was similarly appointed City census officer. The Executive Officer, Baroda Cantonment, was *ex-officio* census officer for the civil and military areas within his charge. The heads of the municipal executive in the various towns similarly became charge superintendents for their municipal areas under the general superintendence of the mahal charge superintendent. After these appointments were made, the next step was the fixing of the names of villages, the preparation of a general village register in each mahal, and of census maps determining the jurisdictions of subordinate inspecting officers under the charge superintendents. This was finished by about the beginning of July. Immediately thereafter, a provisional list of blocks and circles was made. The unit of census enumeration was the block of 60 to 100 houses. Normally one block was in charge of an enumerator, ten to fifteen of these blocks formed a

circle. Each circle was under a supervisor. Three or four circles were comprised in a charge.

(b) *House Numbering*—The next important stage was reached in the last week of October when the houses were numbered, a corrected list of blocks and circles was prepared, with the estimate of the enumerating staff required for the actual count of the inhabitants. Hitherto the ordinary revenue and police establishments in the mahals, with the municipal staff in towns had sufficed for these preliminary stages, but now a larger number of workers was required for the actual count. This necessitated a preliminary period of intensive training. The central organisation did this in three stages. First the superior census staff throughout the State was trained in the general details of all the processes of census taking. Secondly the subordinate police and revenue staff were given a detailed and intensive training at all mahal headquarters in the work of house numbering. Thirdly when the whole staff was appointed in December 1930, a general course of training in the details of enumeration was given as to how the work was to be set about, how the questionnaire was to be filled in, and so on. The house numbering was finished by about the third week of November. Actually 815,381 houses were numbered. The majority of municipalities were persuaded to have permanent house numbers. Some idea of the magnitude of the census army can be had when it is stated that we employed 106 charge superintendents, 1,255 supervisors and 9,409 enumerators for the general census. The intensive training of this huge organisation was no light task. Along with training classes, the Central office sent out leaflets, instruction books and circulars by tens of thousands. The district census staff followed up the work of the Central organisation by holding meetings. Occasionally their zeal had to be curbed, as they were giving wrong instructions. As the bulk of enumerators were school teachers, the periodical conferences organised by the Education department were very helpful in this regard. The taking of the

Name of Census staff	No. of prizes	Amount of each prize in rupees	Total amount sanctioned in rupees
<i>Charge Superintendents</i>			
(i) First prize .. ..	6	30	180
(ii) Second prize .. ..	9	15	135
Municipal staff .. ..	3	10	30
Mahal office clerks .. ..	9	10	90
Supervisors .. ..	31	10	310
<i>Enumerators</i>			
(i) First prize .. ..	30	8	240
(ii) Second prize .. ..	553	5	2,765
Sex Enquiry workers (women only) .. ..	57	8, 6, 4	250

census was always included as an item in their programmes, and the teachers showed keen interest in this regard. Zeal for census work was stimulated by Government of the State announcing cash prizes amounting to Rs. 4,000 distributed as in the margin amongst the census workers up to the charge superintendents. But this prize amount was only meant to rouse healthy rivalry and was never intended as an adequate recompense. Considering that the whole work was

entirely honorary and irksome, being in addition to their ordinary duties, it was remarkable that these humble low-paid clerks, talatis and teachers trooped up to the call of duty with such loyalty and devotion. The Baroda State ought to congratulate itself in managing its seven censuses without a talatis' or clerks' strike.

(c) *The Actual Count*—The actual census of the people was taken in two stages. The first was the preliminary record spread over, in villages from the 15th January to 10th February, and in towns from the 25th January to the 10th February. The second stage was the final count on the census day itself. A revision of the preliminary record was done in the morning of the 26th February; thereafter between the hours of seven in the evening and the mid-night of that day, the final count was taken in which those absent or dead since the first count were scored out and those who had come or were born since were added to the record. During the whole period, the central and district census staff were continually on the move, giving final touches to the training of the staff, inspecting the record already made, and gathering materials for the Report. In addition to the usual district agency, the Census department decided on this occasion to entertain a special staff of nine census inspectors who were sent to almost all the villages. The City and Baroda mahal were given to the most experienced of these inspectors.



**3. Distinctiveness of the Baroda Census of 1931**—In most matters up to the enumeration stage, the all-India procedure was conformed to here, but when the final stage of actual counting was reached, this State struck out a departure on this occasion from the general pattern. Hitherto it was the practice to record census details in enumeration schedules, which were later collected in the Abstraction office in which the particulars of each individual person were copied out in slips, which were later sorted and compiled into Tables. On this occasion, the Baroda Census decided, with the approval of the Census Commissioner for India to do away with the slip-copying system altogether and to record census particulars of an individual direct on to books of slips, which could later be cut out, sorted and compiled. The slip or card was  $7\frac{1}{4}$ " by  $3\frac{1}{2}$ " in size as per specimen enclosed. The books were of standard sizes, three slips to a page, and so many pages to blocks of different sizes. A ream of paper of the size of 22" by 29" would produce 11,520 such cards. As it was convenient to have sex differentiation from the very beginning, it was decided that information regarding males should be recorded on white slips, and that for females on buff-coloured ones. It is sincerely hoped that feminists will forgive this colour distinction. But the difference in colour was of very great practical use in keeping the slips from being mixed up and the danger of omission of record of sex was entirely eliminated. The books were of a handy size so that they were less cumbersome to handle than long sheets of enumeration schedules, which used to get crumpled and the writing on which was often defaced and made illegible by the time they reached the slip-copying stage. Secondly the system was to be recommended because it eliminated the errors due to abstraction which were inevitable in large offices of hastily trained clerks working on the piece-wage system, who had little interest in the business. Lastly the introduction of the new system meant a large saving in the cost of establishment, which, considering the high cost of the Baroda Census, was a vital consideration. Of course the system needed constant supervision and very rigorous watch over the mahal agency; the business of transmission and return of slips and their subsequent handling in the Abstraction office, had to be transacted exactly on the basis of treasure, controlled by an elaborate series of call books, distribution registers, and receipt counterfoils which are fully described in the Administrative Volume. But the method justified itself; there was no loss of slips, each one being numbered, tallied and accounted for, after the census was over, in the Abstraction office. The Census Commissioner for

CARD FOR MALES		1
1	Serial No.....	of person
2	Mahal.....	Village.....
3	Circle.....	Block No..... House No.....
4	Name.....	
5	Religion (with sect).....	
6	Married..... Unmarried..... or Widowed.....	
7	Age (in years only).....	
8	Caste, tribe or race } (with sub-caste) }	
9	Whether earner..... working dependent..... or total dependent.....	
10	Principal occupation of earner.....	
11	Subsidiary occupation of earner; or } occupation of working dependent }	
12	Industry in which } employed (if any) }	
13	Birth District.....	
14	Mother tongue.....	
15	Other languages } ordinarily used }	
16	Whether literate or not..... If literate whether in Hindi..... or Urdu.....	
16 (a)	If not literate, whether able to read only.....	
17	Whether literate in } English or not }	
18	Whether insane..... totally blind..... deaf-mute..... or leper.....	

India, on inspection of the Baroda Census Office on the 3rd July, 1931, was pleased to declare that

“the Bulletin Individuals system has worked extremely well particularly as combined with the offer of rewards for the return of the best books of slips. Sex was dealt with by having male and female printed on different colours on alternate pages involving perhaps a slight waste, so slight as to be negligible as compared to the saving in the trouble of sorting. No other symbols were used. The same system of differentiating sex by colour is carried out in sorting tickets with great advantage. This might perfectly well have been done for India as a whole as the waste on tickets would probably be no greater than that under present conditions. The total saving involved by the abolition of slip-copying obtained by this process works out at almost 50 per cent of the cost of abstraction in Baroda, though I do not think that this would be the case elsewhere. It also involves the elimination of one source of error and the danger from loss of slips is obviated by the treatment of slips as if they were government treasure issued only on receipts and a receipt given for each book on its return.”

**4. New Enquiries**—Apart from this feature, the Baroda Census carried on additional enquiries along with the general census, some of which were first instituted in 1921, and the rest were new. In common with the rest of India an Unemployment census was taken, but as shown in the Chapter on Occupation, not much success was attained in this matter. There is some consolation in the thought however that in other parts of India, this enquiry similarly did not come up to expectations. On the other hand the special enquiry into the size and sex constitution of families achieved a much greater measure of success than the pioneer enquiry in 1921. On the present occasion, we were happily able to secure more popular support to the idea than before; it was possible also to engage a much larger number of women workers from the Education and Medical departments for this purpose. The enquiry was spread over seven months from December 1930 to July 1931. Altogether 3,573 workers were actually employed including 429 women. Besides this, the census of livestock, the classification of homesteads according to standards of house room, the size of the normal household, the special tenement enquiry in the City of Baroda, the collection of statistics and other materials regarding the practice of divorce amongst the people, a special Life Table for the State population and a food survey of the principal castes were among the additional matters in which the census organisation was utilised. In addition, additional tables were compiled, some by a special sort like the occupation of literates in English, the age-groups of immigrants; the civil condition of the infirm, non-working dependency by caste and age, literacy by scripts, the distribution of the population by annual ages, and the record of sects. Altogether 39 special tables (not counting parts of tables, and the special statistics regarding divorce and the food survey) were compiled for the State Census. We have therefore at hand a volume of statistical material unsurpassed by any other census unit in India.

**5. Co-operation from all concerned**—That it was possible to collect such a mass of material was due to the co-operation of all concerned. Unlike British Gujrat and certain other parts of British India, the census of His Highness's dominions was unattended by any political turmoils. On the contrary, one of its happiest features was the ready goodwill with which people everywhere offered assistance to the census army of supervisors, sex enquiry workers and enumerators and the leaders co-operated by agreeing to work on census committees and volunteering as enumerators or workers on sex enquiry. The municipal staff in the different towns worked throughout under the superintendence of non-official charge superintendents and carried out the various items of the census with great efficiency and zeal. There was vigorous competition between the different charge superintendents to be first with their charge totals. By the afternoon of the 27th all the charge totals—including the remotest ones—were received, and the provisional results were telegraphed to the Census Commissioner for India, 17½ hours after the midnight hour of the census day, thereby beating all previous records in the State for promptitude. For this result, the Baroda Census is indebted to all concerned. Without the co-operation and goodwill of all departments of the State and of the people, nothing can be done. There was hardly any hitch. The usual routine crop of difficulties of course had to be countered. Certain departments were

induced by their clerks who dreaded to be drafted in as enumerators, to declare that the census time was their busiest season and that they could not spare any men on that account. Here the Government came to the aid of the Census by setting their face sternly against these pretexts. But we had other difficulties of an amusing kind, the *amour propre* of certain Head Masters had to be mollified, as they thought that to be called supervisors was derogatory! So the term "assistant charge superintendent" was invented to meet this perplexing problem. Certain English-educated school mistresses, suffering from a well-known complex, declared that they would not undertake the sex enquiry as the items in its questionnaire were not decent! Here sternness combined with good humour solved the problem. In this and in all other difficulties, the Commissioner of Education remained a staunch ally. The collection of industrial statistics and other economic data would not have been possible without the help of the Commerce, Revenue and Agricultural departments. The materials regarding caste, religion, divorce, dietary, etc., were largely gathered through the help of census committees and honorary correspondents too numerous to mention.

**6. Abstraction and Compilation**—The abstraction of these materials into tabular statements was at once taken in hand immediately after the census. The enumeration books were collected with all speed, scrutinised and recounted per block for the Register A from which details per village were prepared. They were thereafter cut up into slips, which were heaped in bags and boxes according to mahal and religion. Sex differentiation was continued throughout, the sorting staff for females being kept apart from males with different coloured sorting tickets and separate boxes for their slips. The final totals of the population were declared on the 24th March, *i.e.* only 26 days after the census, and differed from the provisional by only 83, so that the margin of difference was only .0034 per cent. But the margin of error was even lower than this small figure. Part of the difference was due to the fact that the final count results of the remote outpost of Salher had not arrived when the Songadh Mahal Charge Superintendent wired his results and he therefore only reckoned in the figure of the preliminary count for his charge totals. If this figure is deducted, we get the real margin of error which is only 35 or .00143 per cent, which means a remarkably high degree of accuracy unknown hitherto in the records of the Baroda Census. Regular sorting of tables was begun soon after the declaration of the final population figure and it continued till the 27th June when it was completed. Compilation had been already taken in hand. By the 7th October, 1931, the compilation of Imperial Tables was completed. With a view to secure reduction in expenses, the Government of India decided to drop a few of the Imperial Tables, but we decided in this state to retain all but one of the dropped ones, as this could be done along with other tables without any extra expense. The abridged report called "Some Results" was ready in print by the beginning of December. The Imperial and State Tables Volume was ready in print on the 26th December. The Census Commissioner for India when he received the copies of "Some Results" and the Tables Volume, was good enough to congratulate the Baroda Census on despatch in publishing: "You have been extraordinarily quick in getting your abridged report out and I congratulate you on being the first to get the Volumes of Tables printed and published."

**7. The Report**—The writing of the Report was taken in hand as soon as the Tables were ready. The abridged report was taken as the basis for amplification, but I have not hesitated to make changes, wherever I thought on a fuller analysis of the figures, that an alteration was necessary; I am thankful to say however that these changes were confined to details and did not affect materially the conclusions reached in the earlier publication. In the writing of the Report I have been moved mainly by two considerations. In the first place I have always kept before me the ideal of the previous Census Reports of the State which was to attempt at fullness of treatment. But some of the previous Reports erred on the side of excess in this respect. The Dalal Report of 1901 for instance was a ponderous tome of nearly 650 pages, so that if each line was stretched on the top of another together they would reach an altitude of 11,700 feet or more than twice the height

of the fortified peak of Salher! Rao Bahadur Govindbhai's production of 1911 and my own previous effort of 1921, although not reaching this fearful eminence, were still of tremendous dimensions. On the present occasion, I have attempted the utmost economy in space in the discussion of statistical material, although in volume, the data collected have exceeded the record of previous censuses in the State. I have been able to do this in order to make room for appendices dealing with caste, divorce, food survey and other matters which I was specially ordered to include. Secondly, I have tried to humanise the document with pictures and topics of more descriptive interest. The diagrams, although fewer than in 1921, have been planned on a more generous scale. I leave the result to the judgment of the reader. My experience has been that a Census Report, although intended for the general benefit of students and officers, is rarely read. Officers and publicists like to get a complimentary copy—for it is the thing to do so,—look at its opening pages and then relegate it to their shelves, resorting to it most occasionally as an inducement to sleep, when all the “drowsy syrups” of the doctors have failed. What destiny is reserved for these humble pages, their author will be the last person to know.

**8. Acknowledgments**—This is the second Report I am submitting on the Baroda Census. While I am deeply sensible of the honour His Highness's Government have done me by asking me to conduct the census for the second time in succession, I realise the difficulty of writing a second Report on the same subject. The methods of statistical analysis are getting standardised everywhere; the Indian Census in particular has stereotyped its subject-matter so much that it is not possible to go through the various Provincial Reports without being struck by the sameness of treatment. There can be little scope for originality and one would imagine that the average reader is thankful for that fact. What is new from year to year in the Indian Census is the change and the wondrous variety in social phenomena, through the infinite inter-relations of which the attempt to discover the process of ever-present laws is the most fascinating of all forms of human research. Such newness that my present Report can claim, is based on the value and the variety of these social experiences. In the general plan and methods of statistical analysis, I have therefore drawn largely from my own Report of 1921, but my borrowings from other sources have lain heavily on my conscience. I have tried to acknowledge them as far as possible. My own personal indebtedness to Dr. Hutton, the Census Commissioner for India, is great. He was always prompt and courteous in his disposal of questions and whenever I sought assistance on points of intricate detail, I found his great experience on points of Indian sociology an unflinching guide. Moreover his calling of the Census Conference in January 1931 was a wise departure from precedent which I trust will be followed in future censuses. It helped to clarify many points of difficulty and to bring about a greater uniformity in the treatment of certain subjects than ever before. The Government of the State are entitled to my special obligations. The essential requisites of a successful census, as pointed out often before, are finance, guidance and co-operation. The budget allotments were ample for my requirements, and I was given the most ample latitude and the widest powers of finance and discipline. I must take this opportunity of recording my gratitude for this token of unstinted confidence with which the Government have honoured me. For the rest, my indebtedness to the departments I have already referred to. My own staff was all that I could wish for. Messrs. Maganlal and Jhaverbhai again assisted me with their signal services. In my last Report of 1921, I referred in high appreciation of their work. Mr. Maganlal after completing the work of compilation joined his judicial duties on the 6th October 1931. Mr. Jhaverbhai is to continue until the Report is ready in print and the census office is closed. He has discharged his very heavy duties to my complete satisfaction. He has prepared the appendix on the cattle census and has also helped me specially in getting up materials for the appendix on divorce. Prof. Mukherji, of the Baroda College, has contributed Part II of Chapter IV in which he discusses by an actuarial analysis of the age-returns the Life Table which he has prepared for the State population. I am sure that his contribution will enhance the value of my Report. Dr. Fredoon P. Antia, M.COM., PH.D. (LOND.), F.S.S., a young probationer recently appointed to the State, collaborated with

Mr. F. S. Kale, B.A. of the Khangi department in preparing the appendix on the food survey. Of the rest I need not speak, not because I am not sensible of their good work, but because certain confidential proposals about special promotions to the deserving staff are on the way to Government and will be more useful to these workers than any empty praise here. The Baroda State Press do not specialise in English printing but when I decided to entrust the Tables Volume to them, they rose to the occasion. The Times of India Press is well known for the excellence of its finish and execution. My abridged Report is a testimony to the high quality of their work. I am sure the reader will agree that this volume also is a credit to their enterprise.

**9. Cost of the Census**—A final word as to cost of the Census. A few details may not be uninteresting, although the final accounts are not yet made up. In 1921, the total expenditure was Rs. 1,18,107. But this did not include the cost of printing at the State Press of forms, schedules, slips, and of the Village Tables Volume which was then charged to the general budget of the Raj. On the present occasion, all these items are separately charged to the census budget. This meant that a sum of Rs. 7,591 on account of these heads should be deducted from the 1931 estimate of cost. On the other hand, the outstanding bills and the estimated cost of this Report itself have to be added. When this is done, the total expenditure, on the same basis as in 1921, will be about Rs. 1,06,800. There is thus a saving of over Rs. 11,300. The cost per mille of the population in the latest census is less by Rs. 11-13-0 than in the previous census. The pre-war level of economies, which Mr. Govindbhai was able to effect in 1911 is out of question to-day. The cost of printing and paper is now nearly double and clerical labour now demands twice the wages of 20 years ago.

Census of	Cost per 1,000 of the population in Rupees
1901 .. ..	64.0
1911 .. ..	28.5
1921 .. ..	55.5
1931 .. ..	43.7

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BARODA, 16th March 1932.

Census Commissioner, Baroda State.



