

CENSUS OF INDIA 1921

VOLUME XXII



KASHMIR



PART I
REPORT



By

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INTRODUCTION.

1. The history of Census Operations in the State dates back from the year 1873, when a rough enumeration of the population was made through the local officers. This was followed by the first Regular Census in 1891, when the work was started on the lines laid down by the Census Commissioner for India. Since then decennial Censuses have been taken in 1901, 1911 and 1921, and thus the present is the fourth regular Census of the State.

The charge of the Census Operations, however, was held in 1891 as well as in 1901 by a Member of the State Council, who could not personally supervise the different stages of the Operations, and the conduct of work was practically left to the discretion of subordinate officers. Consequently the supervision was generally slack and the abstraction and examination of Census data was of a perfunctory character. A wholtime responsible officer was placed in charge of the Census operations only at the last Census, when a serious attempt was made by my predecessor, Mr. (now Khan Sahib) Mohammed Matin-uz-Zaman Khan to bring up the work of enumeration, tabulation and reporting to the standard of efficiency prevailing in Indian Provinces, and his claim to be regarded as the Superintendent of the first Regular Census in the State cannot be considered as unreasonable or ostentatious.

2. The fourth Census of the State was taken on the night of the 18th March 1921, and a detailed account of the procedure adopted for enumeration of the population and compilation of the results, etc., has been given in the Administration Report. The organization of the Census Divisions and Census staff was generally made on the lines followed in 1911. The house was taken as the smallest Census unit. An average collection of 20 to 40 houses determined by the physical conditions of the various Divisions, formed a Chak or Block and was placed in charge of an enumerator. Ten to 15 Blocks on an average constituted a Halka or Circle, and were entrusted to a Halkadar or Supervisor. 7 Circles on an average were comprised in an Ilaka or Charge, supervised by a Charge Superintendent. Literate and intelligent men and students of schools and colleges were largely recruited as enumerators, but the supervising agency consisting of Supervisors and Charge Superintendents belonged generally to the Settlement and Revenue Departments, and in fact almost all the Settlement and Revenue Officers with their field establishments were engaged in the Census work. Tahsildars were made responsible for general supervision of the work in each Tahsil under the control of Settlement Officers or Wazir-i-Wazarats, all of whom were placed in charge of the Census Districts. Special Officers were deputed by the Jagirs to work as District Officers and the Presidents of the Municipal Committees of Srinagar and Jammu were appointed as District Officers for the two cities, assisted generally by first class Gazetted Officers as Charge Superintendents. As at the last Census, the conduct of the Census Operations in the Political *Ilakas* on the Gilgit Frontier was entrusted to the Political Agent, Gilgit. In addition to the clerical staff of the direction office, the entire Census organization consisted of 21 District Officers, 239 Charge Superintendents, 1,750 Supervisors and 22,398 Enumerators, compared to 20 District Officers, 205 Charge Superintendents, 1,680 Supervisors and 16,102 Enumerators at the last Census.

3. As in 1911, a house was defined as the dwelling place of a commensal family with its resident dependents. Numbering of houses in each block was taken in hand in the middle of October 1920. The work was done by the Supervisor assisted by the Enumerator. The serial number assigned to each house was painted on a conspicuous place. A house list of his Circle was drawn up by the Supervisor giving the serial number of the house and the name of the head of the family, and a copy of the house list for his block was retained by the Enumerator. On the completion of house numbering a Circle Summary was prepared, which formed the basis of all calculations for printing and distribution of the numerous Census forms. The work was carefully checked by the Supervising agency, and I personally inspected a large number of villages and towns and issued further instructions pointing out common errors requiring special attention of the supervising staff.

4. The summer and autumn months of 1920 were occupied in preparation of the General Register of villages and towns, organization of Census Divisions and Census staff and drawing up of maps showing Census divisions in each Tahsil. House numbering was started in the month of October and completed by 15th November. In the meantime especial efforts were made in each district to train the enumerating agency by issue of detailed printed instructions with clear illustrations, and holding of conferences in each District. I personally convened and attended such conferences at the headquarters of most districts in Jammu and Kashmir Provinces, and all important points were verbally explained to the supervising agency. Similar meetings were held by the local Census Officers in Tahsils, charges and circles, and other necessary steps were taken to train the enumerators. Preliminary enumeration was started early in February and entries were first made by enumerators on blank paper. After necessary check by the superior Census Officials, the entries were transferred to the schedule forms, and preliminary enumeration was completed by 1st March.

5. The entries in the schedules were finally checked and brought up-to-date on the night of the 18th March 1921. This was a busy night for the entire Census staff, and the enumerators and superior officers of all grades were engaged in their house to house visits till late hours in the night. Final Census was taken in all parts of the State, though in view of the ever shifting population of boatmen in Kashmir, their final enumeration was made on the 18th March during the day time instead of at night. Also the difficulty of communications and the long distances of certain hilly tracts from the district headquarters, rendered it impossible for the local officers to report the provisional totals to the District Officers on due date. To meet this difficulty arrangements were made beforehand, after a careful consideration of the distances and means of communication, to take the Census of such tracts on certain fixed dates before the 18th of March. Special arrangements were made in case of railway, camping grounds, boatmen, travellers, etc.

6. Early in the morning following the Census night the enumerators met at the appointed places and completed the abstracts showing the total number of houses and the population of their blocks. These were immediately handed over to the Supervisors, who wrote out their Circle Summaries and sent them up to the Charge Superintendents, who, in like manner, totalled up the figures for their charges and reported the result to the District Officers, who added up the totals for their districts and wired the result to my office at Jammu. Considering the vast distances of certain hilly tracts and the peculiar difficulties of communications, the provisional totals were sent up to me with commendable zeal and promptitude. Special measures were taken by local officers to get the reports from remote tracts by relays of special runners or sowars. The first report of provisional totals was received from the District Officer, Gilgit, on 20th March and the last from the Ladakh District on 25th March, and the final totals for the whole State were wired by me to the Census Commissioner on the same day, i. e., only 7 days after the Census. In spite of the hurried manner in which provisional totals were sent up, they were very near the accurate figures worked out later after elaborate examination of the returns in the Abstraction Offices, the provisional totals falling short of the figures finally verified, by .01 per cent. only.

7. For tabulating the information contained in the Census Schedules two Central Offices each in charge of a Tabulation Officer, were established at Jammu and Srinagar within less than a fortnight of the conclusion of final enumeration. The first step was the preparation of a slip for each person enumerated. The slips of different categories were distinguished by various colours and symbols and the task of copyists was further simplified by the adoption of abbreviations as equivalents of some of the more common entries in certain columns of the schedules. The slips for the Districts of Jammu, Kathua, Kashmir North and Kashmir South were prepared locally by the Patwaris and Shajrakashes under the supervision of their Departmental Officers, and the work of Slip Copying of the remaining Census Districts (with the exception of Frontier *Ilagas*, for which no slips were prepared) was done by gangs of paid copyists, in the two Central Offices. The work was completed everywhere by the middle of May 1921, but the Patwaris and Shajrakashes were relieved much earlier. The Budget provided for 236 paid copyists, but it was not found necessary to employ the full strength, and the maximum number at work on any single day did not exceed 200 or so, in spite of the fact that the operations were finished a fortnight in advance of the appointed date. The Sorting of Slips for the prescribed Imperial Tables was commenced in the last week of May, and completed before the end of August, i. e., about six weeks earlier than the fixed date.

Part of the establishment was engaged for a week on the abstraction of statistics relating to cottage industries. On the conclusion of Sorting, the preparation of Compilation Tables was taken in hand simultaneously at Jammu and Srinagar. As soon as the Compilation registers of Kashmir were ready, the record was brought down to Jammu and the preparation of final Tables VIII to XXII for the whole State was started by the Tabulation Officer with a staff of 25 compilers and a few selected supervisors. This staff was disbanded

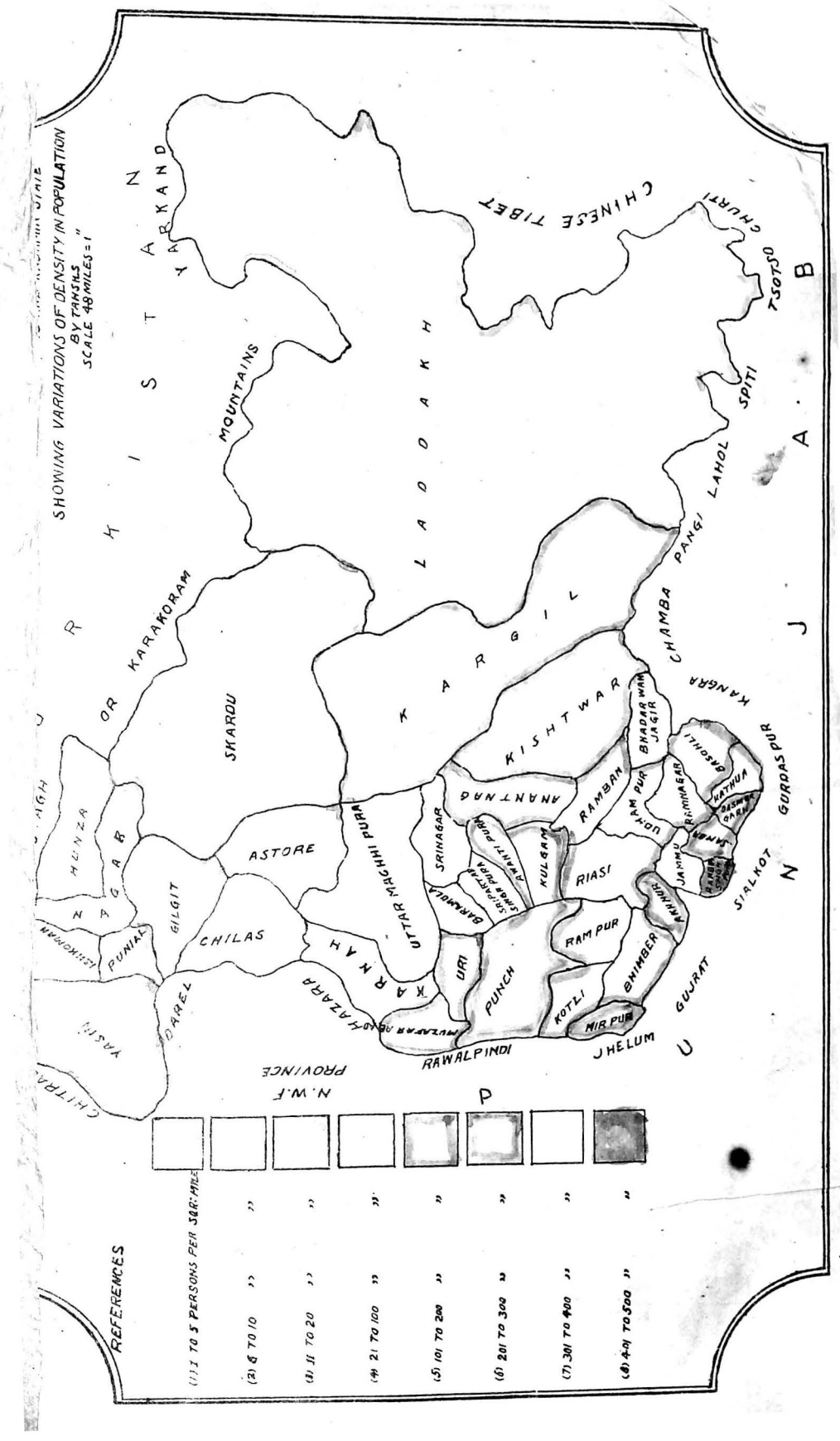
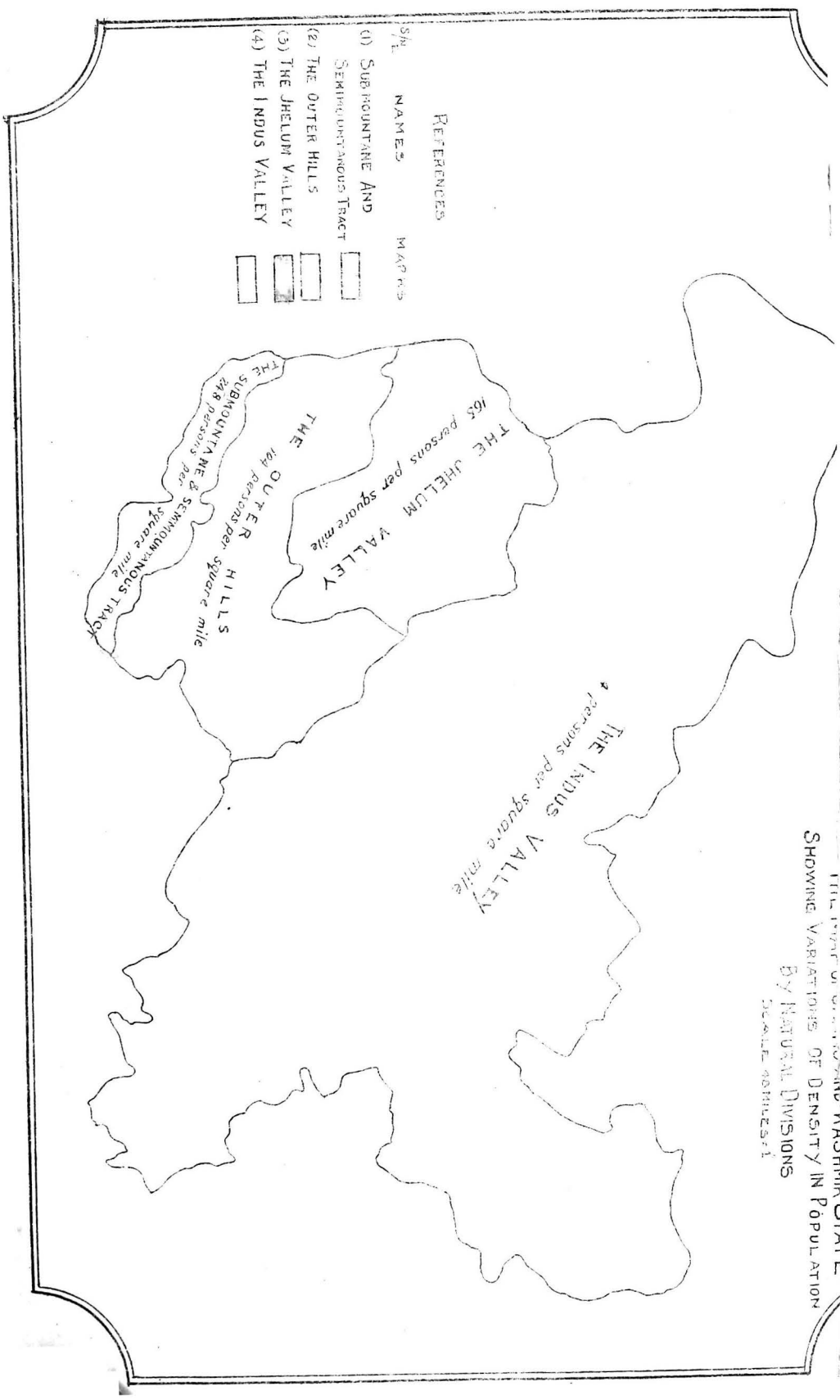
on 27th January 1922, and the remaining work was finished by the Tabulation Officer with the help of an Inspector, whose services were retained a little longer. Final Tables I to VII were compiled in my own office, the first six from a special return based on the figures of Slip Copying Register I, and the last named from the Compilation Sheets of Table VII.

A detailed discussion of the organization of the above named three branches of Tabulation, the system of control and conduct of work, nature of the difficulties encountered and the remedial measures adopted, has been reserved for the Administrative Volume.

8. The total cost of the present Census amounts to Rs. 1,46,332, which may be broadly divided into (a) expenditure incurred by the Central Office, Rs. 1,00,756-8 0, (b), District charges, Rs. 8,724-6-0, and (c) Compilation charges, Rs. 36,851-2-0. The total amount sanctioned during the period covered by the operations was Rs. 1,90,020, which means that there was a net saving of Rs. 43,688 as the result of perpetual vigilance and strict watch over the different branches of expenditure.

The incidence of cost *per mille* of the population works out approximately at Rs. 44, which is exactly the double of the corresponding incidence at the last Census. The increase is due to an all round rise in the cost of establishment, paper, stationery, and printing, etc., in consequence of the universal rise in prices after the War, added to the marked difference in the status and emoluments of the Census Superintendents at the two Censuses. The only printed Census Report available at present is that of Baroda, and the incidence of increase in its case inspite of easier communications and certain other facilities, is also equally high.

9. I have now to perform the pleasant duty of acknowledging the good work done by the officials associated with me in the Census work. It would be almost impossible to notice the work of all the officials and private gentlemen, who have taken part in the different stages of the Census Operations, as many officers and subordinates of almost all the State Departments assisted directly or indirectly in the most important stage of enumeration. My especial thanks are due to the Settlement and Revenue Departments, who ungrudgingly placed their entire field establishments at my disposal and to whose co-operation the punctual completion of enumeration and Slip Copying was mostly due. All the Settlement Officers and Wazir-i-Wazarats controlled the Census work in the early stages. The Presidents of the Municipal Committees of Srinagar and Jammu also worked very hard in conducting the work in the two cities. A more detailed notice of the Census work done by other Departments of the State will be taken in the Administrative Report. However, the burden of Census work fell naturally more heavily on the direction office, and I shall be failing in my duty if I did not acknowledge the patient industry, the high sense of duty and uncommon general ability of my Office Superintendent Lala Charanjit Lal. I had seen his work as Superintendent of the English Office of Governor, Jammu, and recommended his appointment as my Personal Assistant in the Census Department. This arrangement was not sanctioned by the Darbar, but he accepted the post of my Office Superintendent and has rendered me as efficient assistance in all stages of the work as could be expected from a really capable



Assistant. He quickly mastered the details of every branch of the work and has been closely associated with me in the issue of the numerous instructions regarding enumeration, compilation and actual preparation of the Subsidiary and Imperial Tables, and the collection and arrangement of all the data required for the Report. His knowledge of English and his general efficiency in ministerial and administrative work is much above the ordinary level of Office Superintendents, and I take this opportunity to commend his good work for the special consideration and appreciation of the Darbar.

My Head Clerk, Lala Ram Chand, was selected by me in view of his good reputation as a reliable and efficient Accountant. His careful accounts work has always come up to my expectations, and moreover he has been very useful in preparation of Tables and carrying on other Census work entrusted to him from time to time.

Bakshi Udey Chand, B.A., and B. Jaswant Rai worked well as Tabulation Officers in Jammu and Srinagar respectively. The former was, however, associated with the Census work since its inception and till the conclusion of the Tabulation work. He is a very hard-working and intelligent youngman, and credit is due to him for a considerable saving in expenditure by bringing the Tabulation work to an early conclusion. I hope that his good work in this Department will be of some use to him in finding a suitable employment in the State Service.

The other members of my office have also shared the constant strain of hard work, and I trust that their services in this Department will receive due consideration at the hands of the State Officers.

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