

CENSUS OF INDIA, 1921

VOLUME XXV.

TRAVANCORE.

PART I—REPORT
PART II—IMPERIAL TABLES

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INTRODUCTION.

Time and Date of Census.—The Census of 1921 is the sixth of its kind in this State, the first having been taken in 1875 and the others decennially from 1881. As the nature of the country does not admit of house-to-house visits being made during night, the usual time in India for taking Census, Travancore has been declared a "special tract" and treated as a "non-synchronous area," with respect to other parts of India. The fact that the difference between synchronous and non-synchronous areas is only territorial and that it is made with the object of fixing a time for taking Census in the latter, different from that in synchronous areas, was not correctly understood; and in the last 5 Censuses, the final enumeration was taken at 3 different times, that of travellers at one time, of residents in houses and rest houses at another and of the inmates of hospitals, jails, etc., at a third. This defect was pointed out and remedied this time, and, with the sanction of the Census Commissioner for India, the final count was, throughout the State, made between 7 and 9 on the morning of the 18th March 1921. Thus, this is the first census which is synchronous throughout the State as regards both time and date and synchronous with the rest of India in respect of date.

2. Census Towns.—In addition to 19 Municipal towns, 19 other places declared Towns under the Police Regulation and provided with conservancy staff were censused separately this time.

3. Census Units.—In the last 2 Censuses, the Residential Village or Kara was taken as the unit of Census operations, both in rural areas and towns, as the Revenue Village or Pakuthi was too unwieldy to serve as a convenient Census unit. The kara whose boundaries, though undefined and unsurveyed, are said to be known locally, cannot be considered to be a satisfactory unit; and the belief in the infallibility of local knowledge as to its boundaries is shaken by the variations observed in the number of karas from Census to Census. But, for want of better unit, it has to be kept on, until the contemplated division of the Revenue villages into smaller areas, necessitated not only by Census but by administrative purposes, is accomplished in the next settlement. In Municipal towns, in the place of karas which formed the unit of Census operations in previous years, well-defined wards into which the towns have been divided for administrative purposes were taken as units this time; and, unlike in previous censuses, the Presidents of the Municipal Councils were appointed Charge Superintendents.

4. House Numbering.—The agency employed for house numbering was the Village Revenue Officers for rural areas and the Municipal and Conservancy staffs for towns. Instead of preparing a house list for each unit and then extracting therefrom Block lists to be attached to Enumeration Books, Block lists were prepared at the first instance and kept ready for being stitched with the latter. The abstracts from house lists received from the Charge Superintendents were reviewed and abnormal variations in them were pointed out for explanation and necessary correction.

5. Enumeration Schedule.—As it is necessary for a province or state to know the number of persons that emigrate from it to other parts of India and other countries and as it is not possible to get returns of such emigrants from countries not under British Suzerainty, additional columns were opened in the Enumeration Schedule of this State to note the name, age, sex and destination of persons who have left the State since the last Census. Under the existing rules, the Superintendent of each province has to send to the Superintendents of other provinces, particulars of persons born in those provinces and enumerated in his own. It would enable comparison being made, if all the Imperial Tables of one province or state are sent, as they are prepared, to other provinces or states. Special instructions were issued to the enumerators to note, in the case of the Hindus, whether the person returned was a Malayalee or non-Malayalee, with a view to admit of separate statistics being collected for the former who differ from the latter in respect of habits, system of

marriage, law of inheritance, etc. The study of the demography of a tribe is, even in ordinary times, very interesting; and, in the case of the Malayalees, it is more so at present, as the effect of the Nair Regulation which was passed just a decade ago and of the advancement of education among their females, on their civil condition, birth and death rates, etc., may be studied. The mother tongue of the Malayalees being Malayalam, the language spoken by them might have been taken as the guide for classifying the Hindus into Malayalees and non-Malayalees. The inheritance followed might have also been taken. But, for the reasons stated in para 135, the language test cannot be trusted; and, as Marumakkathayam law of inheritance is followed by some non-Malayalees also, it was considered necessary to interrogate each Hindu enumerated whether he or she was a Malayalee or not and to make the entries accordingly. This being the first time when such an enquiry was made, it might have raised some suspicion in the minds of the people. On this ground and for reasons given in para 9 *infra.*, the number returned cannot be taken as absolutely correct. But the difference noticed between the Malayalees and the non-Malayalees, in respect of birth, death and fecundity rates and civil condition, amply justify the division.

6. Arrangements for Special Areas.—The Census of the railway travellers and employés was taken by the State agency, unlike in previous Censuses, when it was done by the railway authorities themselves. Special arrangements were made for the enumeration of travellers in frontier chowkeys, and, in order to prevent multiple or non-enumeration, tickets were issued to such travellers.

7. Preliminary Enumeration.—In this Census, for the first time, the employment of school masters as Enumerators and Supervisors was tried. As, on account of spread of education in the State, a large number of teachers, both of Sircar and Aided schools, was available, and, as they are generally more educated than the village officers who did the work in the last Census, this innovation was made. The number of enumerators employed was 9,147 against 1,666 in the last Census. Each enumerator had, on an average, 438 persons for enumeration, whereas in the United States of America, each was given 1,600 and in England, 1,030 persons, in the Censuses of 1910 and 1911, respectively. The time allowed for preliminary enumeration was a fortnight. In smaller towns, it was completed in a week, while, in outlying villages, it took about a month to finish the count. The time taken in the United States was also a fortnight for towns and a month for rural areas. The Charge Superintendents, many of whom had conducted the last Census, have given as their considered opinion that the work done by the school-master-enumerators was more efficient and that the figures collected by them were more correct, than those in the 1911 Census. The test schedules prepared by the Enumerators, after receipt of instructions from the Charge Superintendents, were checked by the Supervisors and the Charge Superintendents and then sent to the central office for review. The reviews were sent to the Charge Superintendents for information and guidance. They were also called upon to send abstracts of the results of the preliminary enumeration, with the number of persons, male and female, enumerated. They were reviewed in detail, and abnormal variations were pointed out for local inspection and modification, if necessary. It was this system that led to the detection of the abnormal variation in the population of the Trivandrum town in the preliminary enumeration, which was ordered to be re-done, on finding that the first enumeration had not been conducted properly. Arrangements were made for employing special clerks under Charge Superintendents for checking the enumeration books and correcting mistakes, if any, before they were issued for final counting.

8. Final Enumeration.—In the previous Censuses, the power of appointing enumerators and supervisors was with the Division Peishkars who correspond to the Collectors of British India. As a large number of such appointments had to be made in each Division, it was found in 1911 that, even a few days before the Final Census, all the appointments had not been made. This time, the Charge Superintendents were empowered to make the appointments themselves, and, before the Final Census day, statements of all the appointments made by them were called for and received in advance. The granting of this power was much appreciated by the Charge Superintendents and led to the fuller realisation of their responsibilities

It was the general opinion of the Charge Superintendents that, in this Census, their work was made much easier, that the instructions were exhaustive, and that they were received much in advance. The number of Enumerators and Supervisors, the majority of whom were Government employes, appointed for the final enumeration was 31,724 in all.

9. Attitude of the People.—The attitude of the general public was favourable towards the Census and the instructions issued to them not to leave their houses during the Census time were followed by them satisfactorily. There were no suffragists in the State like those in England who had left their houses and walked away during the Census of 1911; nor were there any non-cooperators who refused to give information, as in the present Census in certain parts of British India. As many as 15,679 private gentlemen have rendered assistance in the final enumeration. But, on account of the unrest, social, political and economical, which characterised the decade throughout India not excepting this State and especially of the direction it took (agitation for communal representation in public bodies) in Southern India, a tendency was shown by the members of certain castes here to return themselves as members of other castes. This was apparent, not only among the enumerated but also among the enumerators and copyists in the tabulation office.

10. Provisional Totals.—The Charge Superintendents were required to telegraph, one week before the Final Census, whether all the arrangements for the Census and for the receipt and communication of the Provisional Totals had been completed. They did accordingly. After the Final Census, the provisional totals were received promptly from all the Charge Superintendents, and the result was telegraphed to the Census Commissioner for India, within 15 hours of the taking of the Census, much earlier than it was done in any of the previous Censuses. That the promptitude with which the provisional totals were communicated did not in any way prejudicially affect the accuracy of the figures is evident from the fact that the difference between the Provisional and Final totals was only 96, the lowest figure ever observed, at any rate in the Census of this State.

11. Slip System.—Slip Copying was done in the last Census at the headquarters of Taluks, under the supervision of Tahsildars who were the Charge Superintendents. But, this time, it was conducted at the Central Office. The advantage of having trained and undivided control, under the direct supervision of the Census Commissioner, which is possible only in a Central Office, cannot be denied. As a number of educated persons were available, it was found possible to get the work done in the Central Office. The whole office was divided into 3 Sections and each Section was placed under a Superintendent, selected from among the officers having administrative experience. 285 Copyists were at work on an average per day. The average out-turn in copying was 414 per working day for each Copyist against 231 in 1911. Slip Copying was commenced on the 4th April and completed on the 18th June, 1921. Sorting was begun on the 4th July and finished by the 15th October 1921. The daily average number of Sorters on duty was 180. Compilation was started on the 16th October 1921 and closed by the 10th June 1922. It is the usual practice in all statistical operations, to tabulate for the smallest units at first and then go up gradually for higher units. However, on account of the re-distribution of Taluks and Divisions in the State which took place when the tabulation was going on, the usual order of procedure had to be reversed a little. The figures for the State were tabulated directly from those of the Panchayats and the figures for the Divisions and Taluks were then compiled. The re-distribution of Divisions was sanctioned on the 12th January and of Taluks on the 16th June, 1922. This not only caused delay but also increased the volume of work. The Slip System was found to work as satisfactorily as could be expected of it, though it is doubtful whether it is the best system. The chances of mistakes occurring during Copying, Sorting and Compiling of slips are great and the chances of the pencil made entries in coloured paper becoming illegible by frequent handling, with fingers not always clean, and of losing the slips, greater. The subject will be dealt with in detail in the Administrative Volume. But, the system of having the work done in a Central Office has not been without its drawbacks. When a large number of

youths just out from schools, imbibed with democratic views and unaware of and unaccustomed to official discipline, are collected together, concerted action on their part becomes possible. When the Copyists came to know of the attempted strike in Madras for lower rates of out-turn and higher pay, they made a similar attempt here, which was, however, nipped in the bud. All the same, the time was one of much anxiety and uneasiness.

12. Special Census.—The question of the improvement of the material and social conditions of the people, which has been engaging the attention of the Public and Government for the last decade and the measures taken by them to further the object, demanded that enquiries should be instituted to collect information with regard to the extent of the improvement already made and its effects on the economic condition of the country. The opportunity of this Census was taken advantage of for the institution of such an enquiry; and special censuses were taken of Labour and Wages, of Markets and Internal Trade and of Size and Sex of Families, in addition to the Census of Cottage Industries and Cattle which was taken in 1911 also. An exhaustive questionnaire was drawn up for each special census and in the case of Labour and Wages and of Markets and Internal Trade, the Tahsildars, Presidents of Municipal Councils, Managers of Factories and Heads of Departments were required to collect information. The Census of Cattle and of the Size and Sex of Families was taken by the Revenue and the Town Conservancy staffs, and of Cottage Industries, by the preliminary Enumerators of the General Census.

13. Necessity for a Permanent Department of Statistics.—It must be remembered that, having regard to the volume of work involved in making the special inquiries and its importance, the information now gathered within the short time prescribed for the General Census, and by an inexperienced staff, cannot be expected to be complete and satisfactory. The only satisfaction is that a beginning has been made; and the inquiries require further development and completion in the intercensal period. In all progressive countries, arrangements have been made and are being made for the establishment of Permanent Bureaus of Statistics, with a view to develop and complete the inquiries made in one Census, to collect and collate figures for the use of the succeeding Census and to maintain Census records. The publication in a single volume of the Statistics found in the Administration Reports of the several Departments of the State, begun in 1921, is certainly an important step in the direction mentioned above, and the volumes so published were of immense use in the preparation of this Report. But, what is required is the development of the Section entrusted with this work on the lines of the Permanent Bureau of Statistics, established in the United States of America, and placing it in a position that would admit of facts and figures useful to the Public and Government, being collected and published periodically and of its being charged with the duty of taking the decennial Census. The practice of taking Censuses by staffs appointed temporarily for the purpose is considered unsatisfactory by eminent persons of Census experience both in India and other countries. One of them observes as follows: "The accuracy of the entire Census of Population and Agriculture depends upon the efficiency of Supervisors. Their temporary employment is the survival of the former custom of creating a temporary organisation for each Census. Some time I hope the practice will be abolished and the work done by the regular trained employés of the Bureau (Permanent Census Bureau). Such an arrangement will not only reduce the expense but will greatly reduce the margin of error and advance the completion of the enumeration. To have this, the most important piece of Census work, done by temporary employés who have had no prior experience and who know nothing of Census taking, is, to say the least, very poor administration. The Director of the Census should have wide administrative experience and some knowledge in statistics. The greatest reductions on the number of enquiries should be made in the schedules for agriculture and manufacture. Details on these subjects can be developed at the mid-decennial Censuses. The entire omission of manufacture and of agriculture from decennial Censuses would be an improvement. It would certainly enable greater accuracy and more rapid work in the enumeration of Population."

14. Publication of Report and Tables.—It was resolved this time to print the Report and the Imperial Tables in one Volume for several reasons. In the

first place, the matter for the Report has been compressed and made short as required by the Census Commissioner for India. Secondly, the publication of the Report and Tables in one Volume would facilitate reading and save the trouble of referring to one Volume for facts and another for figures. Lastly, such a publication is cheaper from an economic point of view. In writing Reports, to boil down large mass of materials without sacrificing important matter is indeed a difficult operation. As the present Report is addressed to the educated public supposed to have an acquaintance with Census, and as Census figures are usually known to be not meticulously accurate, the conclusions drawn and the inferences made from them should be considered only as approximations, though the caution is not inserted in every case. The re-distribution of Divisions and Taluks was effected during tabulation and the Government required to have the figures tabulated for the re-organised Divisions and Taluks. This necessitated the taking of Pakuthies which were not affected by re-organisation as units, instead of Taluks, as in previous Censuses. The number of Towns, each of which was treated as a unit, has also increased from 11 to 38. All these factors contributed to raise the number of units from 44 in 1911 to 473 this time, *i. e.* by 11 times, and to proportionately increase the volume of work. Had it not been for these circumstances, the whole work could have been finished earlier.

15. Acknowledgments.— My grateful acknowledgments are first due to Government of His Highness the Maha Rajah for the kind and sympathetic treatment accorded to me throughout the Census. Next to Government, the Director of Education is entitled to my thanks for having placed at my disposal the services of about 9,000 school masters for doing duty as Enumerators and Supervisors. That they have done their work satisfactorily has been certified to by all the Charge Superintendents. The Superintendent of the Government Press stands alone in claiming my special thanks. The number of forms and tickets printed goes to ten places of figures, most of them being of a complicated nature. The most important feature is that Mr. Chandy was able to utilise the unused Schedule forms for printing Sorters' tickets and Compilation forms and thus to contribute to the saving of Stationery. It was the practice in previous Censuses to have the Report and Tables printed in private presses. But, having regard to the promptness and satisfaction with which the forms were printed, I thought that the Report and the Tables also could be printed with advantage in the Government Press, as is done in other provinces in India, and made arrangements accordingly. I take this opportunity to thank Mr. Chandy for all the courtesy shown by him and for the satisfactory way in which he has executed the work. Coming to the officers in charge of the enumeration, *viz.*, Enumerators, Supervisors and Charge Superintendents, I have no hesitation in saying that they have done their duty well. To the Division Peishkars, the Commissioner of Devikulam and the Heads of the Police, Excise, Sanitary, Medical, Forest, Marine, Military and Public Works and other Departments, all of whom co-operated with me in bringing the enumeration work to a successful end, my grateful thanks are due. Among the Charge Superintendents, consisting of Tahsildars, Presidents of Municipal Councils and Deputy and Assistant Conservators of Forests, all of whom did good work, special mention must be made of M. R. Ky., Rao Bahadur K. A. Krishna Aiyengar Avl., President of Alleppey Municipal Council, for the interest and zeal he brought to bear upon the work and Messrs. E. Paramu Pillai and M. Subramani Aiyar, the then Tahsildars of Devikulam and Peermade, respectively, for the promptitude with which they got figures from distant and not easily accessible tracts of their taluks in the High Range Division and telegraphed them to me in time. Among the officers of the Census office, who have had to leave it before it was closed, Mr. R. Padmanabha Aiyar comes foremost. He was at first my office Manager and then my Personal Assistant. On account of ill-health, he had to sever his connection with the office as early as the 29th July 1921. In the formation of the office, in the printing and distribution of millions of forms, in the posting of nearly 10,000 enumerators, in the issue of instructions to the superintendents and in the drafting of the first part of the Census Code, his services were of immense value to me. Mr. Rangaswami Aiyengar of the Sanitary Department who first put into my head the idea of the utilisation of the services of school masters for enumeration was the Superintendent in charge of one of the sections of the Tabulation Office. Ill-health prevented him from continuing till the end. Messrs. Ganapathi Aiyar of the Sanitary, and Rajangom Aiyar of the Education

Departments, who were in charge of the other Sections of the Tabulation Office, continued throughout the period and did their work with great credit. Mr. C. John Jacob of the Sanitary Department was the Manager in charge of the Tabulation Office. It was entirely due to the tact displayed by him that when there were strikes among Copyists in other places and disturbances among school boys here, hundreds of Copyists and Sorters working in this office, all fresh from schools, having full sympathy with school boys and unaccustomed to official discipline, were kept at their work unmolested. Among the officers that remained throughout the period, Mr. Sanku Aiyar demands first mention. He was appointed as my Personal Assistant on the 9th August 1921. His services have been of use to me in ways too numerous to mention. He collected information for the Report and assisted me in drafting it. He has also seen the Report through the Press. The utilisation of his services in the Statistical section of the Secretariat where the Census Records are to be kept and where he can keep his knowledge of statistics current, will be of much use for the next Census. Mr. K. Ramakrishna Aiyar, a pensioned clerk of the Sanitary Commissioner's office, was taken here first as a clerk and then appointed as Head Clerk, on account of his experience in the last two Censuses. In fact, he was the only person in the office who had had any previous Census experience. It was due to his intimate knowledge of the villages that it was found possible to make adjustments for the re-organised Taluks and Divisions. Mr. S. Venketarama Aiyar has been in charge of Accounts and Records. That he was able to make payments in time to a large number of copyists and sorters is really creditable to him. For the preparation of the Subsidiary Tables, the number and complexity of which have considerably increased in this Census, Mr. Kesava Aiyar of the Education Department, who was drafted to this office, was entirely responsible and his work has been very satisfactory. He has got a head for figures and will be of use in the Statistical Department. Typist Padmanabha Aiyar did his work well. He types fast without mistakes. The other officers *viz.*, Messrs. P. S. Ananthanarayana Aiyar, A. S. Veeraswami Rajoo and R. Harihara Aiyar have been doing miscellaneous works, most of them of a complicated nature. Suffice it to say that the work of each one of them has been, without exception, up to the mark.

16. Census Expenditure.—As observed by my predecessor in his Report of 1911, no uniformity had been followed in the calculation of Census expenditure. The pay of the Census Commissioner was not included in the expenditure of 1901 Census; but, in the Census of 1911, the expenditure amounting to Rs. 4,026-0-0 incurred for the purchase of photographic outfits by the Survey Department, which retained them permanently for its use after the Census, was included. If the preparation of maps, etc., had been given to a private company, they would have charged for the work alone, and not for the machinery purchased. The amount spent by other departments of the State for purchasing machinery, temporarily for Census, and permanently for their own use, should not therefore be charged to the Census expenditure. The pay of the Census Commissioner is, on the other hand, a legitimate item of the Census expenditure, so long as he is in sole charge of the Census work. In British Provinces, the pay of Provincial Superintendents is fixed with reference to the importance and volume of the Census work, while, in this State, the salary varies according to the grade of the officer deputed for Census. Estimating the cost of printing maps at Rs. 1,000 and deducting the balance spent for purchasing the outfit from the total expenditure, the rate per mille of the population comes up to B. Rs. 21-4-0 in 1911. On similar calculation, the expenditure incurred in this Census up to the end of 1921 and including the budgetted allotment for 1922 works at the rate of Rs. 20-6-0. The details of the expenditure will be given, in their proper place in the Administrative volume. In Cochin, for 1921 Census, the rate was Rs. 24-1-0 and in England, for the Census of 1911, it was £5-8-8 or Rs. 81-6-0 in British Indian currency, for every 1,000 persons. In Madras the rate this time has more than doubled itself from that of the last Census. Despite the cost of living and the price of articles and wages, which have risen considerably during the decade, the enlargement in the scope and number of special Censuses taken *viz.*, from 2 in 1911 to 6 at present, and the increase in the number of units that had to be taken for tabulation, *viz.*, 11 times that in 1911, the rate of expenditure per mille of the population, has been kept down below that of 1911 must be considered to be the result of economical management.