CENSUS OF INDIA, 1941



VOLUME XXV

TRAVANCORE

PART IV—ADMINISTRATION REPORT

BY

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PREFACE

The Census machinery may aptly be compared to a complicated clock which records not merely the passing hours, minutes and seconds, but other temporal phases as well, of this ever-changing world. A screw loose, a nut displaced or a wheel crankled, brings the whole mechanism to a dead stop and only the expert can spot the defect with exactness and set the thing going again.

One is reminded, in this connection, of the story of a specialist, once requisitioned by the anxious proprietor of a large factory, whose mammoth machine had gone out of gear. The expert duly scanned its intricate mechanism for a while and then quietly reached out for a hammer. A single hammer-stroke with knowing precision at a particular spot, and the machine resumed all at once its normal functioning. The overjoyed proprietor was in due course presented with the bill for a thousand guineas and one penny. He made no bones about the prompt payment of so heavy an amount, but felt intrigued as to why that single penny should have been added, inconveniently enough, to a sum so large. The specialist suavely proved the equity of his claim by the simple explanation that the thousand guineas was his fee for knowing what to do and the one penny, his charge for the stroke with the hammer.

Such should be a Census Commissioner, possessed of an intimate knowledge of every nut and bolt, wheel and screw of the Census machinery, so as to be able to forestall, prevent, detect or repair, at a moment's notice, any possible disorder in its structure or operation.

This may serve to illustrate the need for the publication of a Report on Census Administration, which, as the repository of the cumulative practical experience of successive Census Superintendents, wherein are carefully recorded details of the way in which the last of them profited by and improved upon the *modus operandi* of his predecessors, must, in the nature of things, as being suggestive of better methods and sharper tools, prove a great help to any one who takes up census work without previous experience or preparation.

Trivandrum,
11th December, 1942.

A. NARAYANAN TAMPI,
Census Commissioner.

TABLE OF CONTENTS

1. **INTRODUCTORY.**

2. **CHAPTER I. The Formation of the Census Department.**

Appointment of Census Commissioner—The Census Act—Government instructions to other Departments—Office establishment—Office Accommodation—The Census Conference.

3. **CHAPTER II. Preliminary Operations.**

The Census Calendar - Organisation of Field work—Preliminary arrangements for printing—The Census Code—The Village or 'Kara' Register—House-listing—Formation of Blocks—House-numbering—Formation of Circles—Preparation of Charge and Circle Register.

4. **CHAPTER III. Enumeration.**

The Conference of Charge Superintendents—Appointment of Enumerators and Supervisors—Distribution of work—Training classes for Enumerators and Supervisors—Propaganda—The Slip or the Card system—Transport and distribution of pads—Preliminary Enumeration—Arrangements for Final Enumeration—Special arrangements—The Final Enumeration—Communication of Provisional Totals—Retransport of pads—Publication of Provisional figures—Reports of Charge Superintendents.

5. **CHAPTER IV. Tours of Inspection.**

Preliminary—Period covered by tours—First Tour—Second Tour—Third Tour—Fourth Tour—Last Tour.

6. **CHAPTER V Abstraction, Tabulation and Compilation.**

Accommodation of Tabulation Office—Furniture for the Tabulation Office—Staff for Tabulation—Scrutiny of packets—Sorting—Compilation.

7. **CHAPTER VI. Report.**

Departure from convention—Instructions from Census Commissioner for India—Difficulty of preparing the Report—Main features of the Report—Preparation and Publication.

8. **CHAPTER VII. Census Expenditure.**

9. **CHAPTER VIII. The Special features of the Census of 1941.**

10. **CHAPTER IX. Suggestions for Improvements in Census operations.**

11. **CHAPTER X. Conclusion.**

12. **APPENDICES: —**

I. The Census Office Staff
II. Abstract of the Proceedings of the Census Conference in Delhi
III. The Census Calendar
IV. Forms and Schedules printed for preliminary work
V. Village or 'Kara' Register
VI. Houselist-Form
VII. Distribution of Enumeration Work
VIII. Charge and Circle Register
IX. (a) Statement showing number of houses allotted for Supervisors and Enumerators
(b) Comparison of the same with those of 1931
X. Programme of Classes conducted prior to Enumeration
XI. Printing and distribution of pads
XII. Enumeration Cards
(a) For males
(b) For females
XIII. Sorting Table
XIV. Tabulation Staff
XV. (a) Sample of Blocklist
(b) General Information regarding Block
XVI. Instructions to Sorters
XVII. List of forms for Tabulation
XVIII. Distribution and duration of sorting work
XIX. Compilation Staff
XX. Dates of Compilation of each table
XXI. List of Imperial, Subsidiary and State Tables
XXII. Dates of Printing of Tables, Reports, etc.
XXIII. List of important Orders of Government pertaining to the Census
XXIV. List of important instructions from the Census Commissioner for India
XXV. List of Important Circulars issued by the Census Commissioner, Travancore

CENSUS OF TRAVANCORE, 1941.

INTRODUCTORY

The object of the present Volume is to set forth in brief the procedure adopted in the conduct of the Census of Travancore for 1941, which ranks as the seventh in decennial order and eighth in systematic census-taking in the annals of the State. It will obviously be of interest only to those who are engaged in or connected with census administration. Departure from conventional modes of procedure has invested census operations in this State with a certain measure of distinctiveness. An attempt is made in the following pages to outline the plan of these operations through the various stages, with a view to record, as well as transmit, my experience in superintending them, with special reference to the difficulties encountered and the suggestions that could usefully be offered after successfully surmounting them. In the words of the Census Commissioner for India, "There should be on record the experience and proposals of the man who actually carried out the enumeration in this most difficult of all India's Censuses."

As in the previous instances, the present Census of the State was part of the All-India Census, conducted under instructions from the Census Commissioner for India in regard to broad questions of both policy and programme. A unique feature of those instructions was their limitation to the main essentials and consequently of their number to the absolute minimum. It was with truly imaginative insight that Mr. M. W. W. M. Yeatts, the Census Commissioner for India, stressed the point time and again that, whereas the object of the Census was single and definite, *viz.*, the counting of all heads, the methods adopted for achieving this object should and could be altered to suit local requirements. This principle served to make the task of the Provincial Superintendents and State Commissioners, paradoxically enough, easy as well as difficult, easy because of the latitude permitted as to the choice of method and difficult because of the serious repercussions which the adoption of any wrong method might have had on the results achieved. The Government of India subsequently decided to limit tabulation in the Provinces to a few Tables pending the cessation of hostilities, but left it to the discretion of the Indian States to proceed to full tabulation if they chose to do so. Travancore decided to align herself with those few States which preferred the latter course thereby obviating the difficult process of carefully preserving millions of paper-slips to be fully sorted later on for purposes of tabulation (*vide* G. O. D. Dis. No. 669/41/Genl. dated the 27th March 1941).

A few innovations in the procedure adopted in respect of enumeration at the present Census may be pointed out at the very outset. The most important of them were the introduction of the non-simultaneous method of enumeration, the abolition of the schedules and the adoption of the pad system in their stead. In the previous censuses a preliminary enumeration of the population used to be attempted and completed a few weeks prior to the actual Census date and the entire results verified, checked and brought up-to-date in the course of two hours on the date of the Census. This latter process involved not only

the employment of a large number of necessarily inexperienced last-minute enumerators but, the possibility of the figures of the first count being tampered with by these raw hands with the inevitable consequence of the percentage of error being enhanced by the enormous increase in the number and variety of the sources through which the data are collected for enumeration. At the present stock-taking, however, the specific instruction of the Census Commissioner for India was that such a simultaneous count should be replaced by a run-through enumeration covering a fortnight with the 1st March as the central date. Discretion was here again allowed to the Provinces and States to modify the period according to local requirements. The special features of the village system prevalent in the State made it desirable to retain the process of preliminary enumeration and supplement it by a run-through check by the same enumerators within a period of a few days taking of course the 1st March as the reference point. Further details as to the actual procedure adopted are dealt with in Chapter III.

The replacement of schedules by pads was also recommended by the Census Commissioner for India. Baroda had in 1931 adopted this method with highly satisfactory results and demonstrated the desirability of giving it an all-India vogue. Instead of writing the particulars regarding various persons on the same schedule to be copied on to small slips, one for each individual, pads comprising a specified number of slips each were used from the very beginning, thereby making it possible to dispense with the process of slip-copying incidental to tabulation as well as eliminate errors in copying besides effecting a saving in both time and money. In this State this method was adopted with certain modifications which were conducive to greater accuracy in returns. Details of this modification are specified in Chapter III.

CHAPTER I.

FORMATION OF THE CENSUS DEPARTMENT.

The Government of Travancore decided to conduct a census of the population of the State synchronously with the all-India Census proposed to be conducted on the 1st March 1941, and appointed Mr. M. Govinda Pillay, Financial Secretary to Government, as Census Commissioner for the State (*vide* G. O. R. O. C. No. 4811/38/Genl. dated the 15th September 1939) with effect from the 1st December, 1939 in addition to his normal duties. He assumed charge as full-time Census Commissioner on the 17th April, 1940 and after making the preliminary arrangements in connection with the Census entered on leave preparatory to retirement on the 8th September, 1940. I took charge on the same date, Government having been pleased to appoint me as the Census Commissioner for Travancore as per G. O. R. O. C. No. 768/40/C. S. dated 3-9-1940.

Appointment of Census Commissioner.

The first step taken by my predecessor in office after his assumption of charge was to secure the necessary legislative sanction for the functioning of the Census Department through an Act legalising all census proceedings. As there is no permanent Census Act in operation in the State, there was a real need for such an enactment before the commencement of census work. The Travancore Census Bill, closely modelled on the Government of India Act XXIV of 1939, was introduced in both Houses of the State Legislature and passed into law on the 14th February, 1940 as Act XIX of 1115 M. E. and duly published in the Gazette. The following were the main provisions added on to the previous Census Act :

The Census Act.

1. Power to call upon the members of local bodies such as Municipalities and Village Panchayats to render assistance in Census work ;

2. Provision that no person should hinder or obstruct any person in the performance of census duties ;

3. Provision that no person should intentionally give a false answer to questions put ;

4. Enhancement of the maximum penalty that may be imposed to Rs. 200.

An important deviation made from the British Indian Act was that the provisions for the conduct of the Census by the Municipalities (No. 14), for the appropriation of Municipal funds for census work in Municipalities (No. 15), and for the grant of statistical abstracts were not specifically included in the Act. The Municipal Presidents were however appointed as Charge Superintendents and made responsible for the conduct of the census operations in their respective jurisdictions.

On the assumption of charge by the Census Commissioner, Government were pleased to circularize the various Heads of Departments (D. Dis. No. 2672/39/Genl. dated 18-12-1939) instructing them to furnish the Census Commissioner promptly with such information as he might require from time to time and to treat all correspondence relating to the Census as urgent.

Intimation to other Departments.

For the preliminary work that had to be done before a general plan of operations was drawn up, and pending the formation of a regular Office with a full complement of staff, Government sanctioned the entertainment of a small staff consisting of a Statistical Superintendent and one Clerk. The stenographer to the Financial Secretary was requisitioned on a monthly allowance for part-time census work. On the same date on which the Census Commissioner became full-time officer (13th April, 1940) the staff detailed in Appendix I was sanctioned for his Office, discretion for the entertainment of such of the sanctioned hands as required from time to time being given to him. (*vide* G. O. R. O. C. 8206 of 39/Genl. dated 5th April, 1940) along with permission to make appointments without reference to the Public Service Commissioner, due care being taken to follow the Public Service Recruitment Rules as far as possible especially with regard to communal claims. (*vide* G. O. R. O. C. No. 2284/401 Genl. dated 15th April 1940). Appendix I will show how the principle kept in view throughout the period was to expand the Office in proportion to the increase in the volume of its work.

Office Establishment.

The problem of accommodation proved troublesome. In three years the housing of the Census Office had to be shifted to half a dozen different buildings in different parts of the City. Beginning with a suite of rooms adjoining the Financial Secretariat in the old Public Office Buildings, the Office crossed over the Main Road to a building near the Statue of Sir T. Madhava Rao on the 13th April, 1940. From there it was shifted to a Government building near the Kaudiyar Square on the 16th September, 1940 where it worked for ten months. During this period, however, the question of accommodating the Tabulation Section of the Office had to be tackled and the Census Tabulation Office was opened in the Barracks Buildings in the Cantonment. From here again both the Offices were shifted to the "Malaya Cottage", a private building at Poojapura on the 16th July, 1941 and thence to the New Public Office Buildings on the 17th October, 1941. The last building which housed the Census Office was the Bungalow behind the present Sanskrit College, the transfer being effected on the 14th June, 1942.

Office Accommodation.

Towards the end of February, 1940, the Conference of Census Superintendents was convened at Delhi by the Census Commissioner for India. Mr. M. Govinda Pillay represented Travancore and participated in the discussions. Not long after his return to Trivandrum, the Minutes of the Conference were received from Delhi. It could be seen therefrom that the deliberations at the Conference centred mostly round a tentative scheme for the Census of 1941 previously circulated among the members, regarding broad questions of policy and programme bearing upon the forthcoming operations. The devices of non-synchronous enumeration and a separate card for every individual enumerated, referred to in the introductory paragraphs were the outcome of the discussions at the Conference, where the disadvantages of the old methods had been brought out fully enough to justify their replacement. The publication of the Census Code only in parts, the secondary importance to be given to religion, the basis of urban-rural ratio, the emphasis on dependence under means of livelihood, the recording of vital and village statistics etc., were also brought under discussion. Wide discretionary powers were however allowed to Provincial Superintendents or State Commissioners to make the necessary local adjustments (*vide* Appendix II for Summary of the Proceedings).

The Census Conference.

CHAPTER II

PRELIMINARY OPERATIONS.

Soon after the Census Conference a general plan of census operations was drawn up for the State and Government approval secured for the same. A Census Calendar for 1941 was also prepared and got approved. (*vide* Appendix III). Strict adherence to the plan and the Calendar was insisted upon at every stage and in every Charge and cases that arose, if at all, of application for extension of the period prescribed for each operation, were few and far between. In fact the only instance of alteration effected in the published programme was the extension of the period of training of census officers (from the 10th November, 1940 to the 24th November, instead of 20th as per the Calendar) *i. e.* by four days at the express request of the Charge Superintendents mainly to facilitate the presence, on such occasions, of the Census Commissioner who could, in that case, give instructions in person to Supervisors and Enumerators. But a strict conformity to the steel-frame of the Census Calendar involved the inevitable difficulty of the scheduled dates of various census items synchronising with events likely to dislocate or delay the operations. The Sabarimala pilgrimage season for instance coincided with the preliminary enumeration and this interfered with the programme of several Charge Superintendents. Similarly the fall of the harvest season in the final Census week naturally gave rise to the apprehension of migrating labour affecting the correctness of the final figures. House-listing in many places could not make satisfactory progress in heavy rains and high floods particularly in the fierce monsoon of July, 1940. To make matters worse, the *Jamabandy* work which is so important in the working of the Land Revenue Department and annually carried out in August, September and early October, was likely to interfere so seriously with census operations (because much of the preliminary part of it has to be done by the subordinate staff of that Department) that during the census year the Land Revenue Department had to postpone *Jamabandy* work (*vide* R. O. C. No. 1171/40/Genl. dated 19th June, 1940). That the observance of the calendar was preferred to any attempt to compromise the importance of the census with the seasonal or regional exigencies is clear proof of the concern of this State to keep up the high standard of its census traditions.

Census Calendar.

Administrative arrangements for field-work in connection with the Census were made by Government as early as March, 1940 (*vide* Government Notification D. Dis. No. 618 of 40/Genl. dated 29-3-1940). The State was divided into 47 main "Charges" of which 30 were in Taluks and 17 in the Municipal towns (*vide* map given as frontispiece). For convenience, each of the six forest areas in the six Forest Divisions was constituted into a separate Charge, but as part of the Taluk Charge in which that forest area was situated. The Charge Superintendent was to be solely and directly responsible to the Census Commissioner for the proper conduct of census work within his jurisdiction. As in 1931, the Tahsildars in Taluks, Municipal Presidents in the Municipal towns and the Divisional Forest Officers in the forest areas functioned as Charge Superintendents. In addition, a few Sanitary Circle Officers and Sub-Assistant Surgeons were appointed as Charge Superintendents for purposes of inspection of the work of their subordinates. In the larger Charges, Assistant Charge Superintendents were appointed

Organisation of field work.

from among the Inspectors of Co-operative Societies. For inspection and supervision of the census work of Charge Superintendents, the following District Census Officers were appointed *viz.*, the Surgeon-General, Inspector-General of Police, District Health Officers, Principal Port Officer, Excise Commissioner, Conservator of Forests and the Division Peishkars. None of the officers mentioned above was remunerated from Census funds.

Preliminary arrangements for printing.

As at the previous censuses, the State made special arrangements for printing the necessary forms, schedules, etc., required for census work (*vide* Appendix IV). In view of the rapidly developing war situation it was thought advisable to take the requisite steps early enough to stock the required paper so that no paper shortage might be experienced at the time of the actual need. Though as in 1931, all the forms, etc., were designed in the Census Office and sent to the press direct for printing, the Superintendent of the Government Press was specially authorised to obtain, the required paper from time to time on indent furnished by him direct to the Superintendent of the Stationery Stores by whom the paper was stocked and not through Government as before. Such an arrangement saved much correspondence between the Census Office and the Press and Government. A copy each of the requisitions made by the Census Office to the Press was, however, sent to Government also so as to enable the Superintendent, Stationery Stores to scrutinise the needs regarding paper.

The Census Code.

It has been a regular feature of the Travancore Census to prepare its own Code of Procedure at the very outset and issue it to the subordinate census officers for guidance, well in advance of the commencement of the operation and such codes were usually based on the code of instructions issued by the Census Commissioner for India. This time Mr. Yeatts, who did not favour the publication of an omnibus volume by way of Census Code, advocated the issue of a manual of instructions at each stage of the operation, elaborating the "General plan of operations" already issued in advance. Such a procedure would have enabled the subordinate officers to remember the instructions received immediately before the performance of their duties much better because of their recency, whereas a cumbrous-looking volume, setting forth elaborate rules in never-ending serial, would have served only to scare them and even if they committed the rules to memory with laborious and meticulous care, they would, in all likelihood, have forgotten many of them with the approach of the zero hour and the hectic proceedings that followed. For these reasons, most of the Provinces and States issued the Census Code in sections in pamphlet form, printed separately for village-registering, house-listing, house-numbering, block formation, enumeration, etc. It may, however, be argued in favour of a comprehensive Code of the 1931 model that it would help the Charge Superintendents to understand the scope of the work and plan well ahead. It would also provide the necessary statutory backing to enable the effective operation of the census machinery with assurance and authority. A comprehensive code of procedure for the State was issued, incorporating detailed provisions regarding all the stages of the census field-work besides full particulars of the various subsidiary enquiries under contemplation. The preparation of the Code was taken in hand by the middle of April, 1940 and completed by the end of May. It was submitted to Government in its final form on 24-5-1940, the draft being returned approved by Government as per G. O. D. Dis. No. 1571/40/Genl. dated 9-8-1940. All the doubts and difficulties actually encountered during the preliminary enumeration regarding the meaning and interpretation of the various questions in the enumeration card, could not, for obvious reasons, have been anticipated and provided for in a Census Code, previously prepared, particularly as important

changes had been introduced in the scheme of the enumeration card. This necessitated the issue of detailed instructions in leaflet form followed by other explanatory circulars amplifying the Code. Over 60 Circulars had therefore to be issued by me on the several items of work, clearing the doubts and difficulties raised from time to time and supplementing the Code wherever found necessary. Part II of the Code relating to abstraction and tabulation was not drawn up as it was felt that the work within the Office could be more effectively guided and controlled by the issue of timely instructions on sorting and compilation, based on the circulars issued by the Census Commissioner for India.

The Village or "Kara" Register.

Simultaneously with the formulation of the general plan, steps were also taken for the preparation of the *Kara* or Village register (*vide* Appendix V). A circular was issued to the Tahsildars to furnish a consolidated and up-to-date list of the villages (*Karas*) in each taluk showing the alterations, if any, from those of the previous censuses. The principle of geographical continuity was adhered to in the listing of both the pakuthies and karas in each taluk. Any Police Conservancy town in a taluk was placed last in the list of pakuthies. In cases where a part of a kara happened to fall within the area of a town, that portion was designated as "Town Kara". As for the municipal towns the Presidents of the respective Municipalities were required to furnish the Census Office with a list of wards in those areas. Along with these lists were also obtained sketch maps of the pakuthies and towns and by a thorough scrutiny of these, the correctness of the lists, especially as to the contiguity of location was verified. In the consolidation of the list of karas and wards, care was taken to ensure comprehensiveness, lest any part of the State should happen to be omitted therefrom. A register intended to show the name of each kara, its population in 1931 and 1941, details as to the number of blocks, circles, etc., included therein, was drawn up and 50 copies printed. Each Charge Superintendent was supplied with copies of these, while 40 loose copies of the names of pakuthies and karas were also printed for reference and use in the Census Office. The subjoined table shows the number of pakuthies, karas, census towns and wards of municipal towns for the Censuses of 1931 and 1941.

Number of	1931	1941
Pakuthies	433	435
Karas	3,936	3,906
Census towns.	27	29
Wards of Municipal towns	130	123

House-Listing.

The preparation of the house-list or the buildings-register was preceded by detailed instructions issued by means of the necessary circulars to the Charge Superintendents and their subordinates. The work was scheduled to commence on the 30th June, 1940 and be completed by the 15th August, 1940. As soon as the final instructions were received the Charge Superintendents began their work expeditiously, antedating the start by a fortnight. The difficulty of the task justified such procedure in these cases in view of the fact that in the Taluks of Vilavancodo, Thiruvella and Parur the work proceeded so slowly as to call for report to Government. But by subjecting their subordinates to extra-strain, the Tahsildars' succeeded in finishing the work and reporting completion according to schedule. In estates, forests and other special areas, house-listing operations were arranged to commence from 15-9-1940 only, so that the listing and

numbering might be done simultaneously. This arrangement was eminently suited to these areas to which a second visit was rendered difficult due to limited time.

The house-list was originally meant to include all occupiable houses in the State and instructions were given to exclude ruined houses unfit for occupation. But afterwards specific instructions were issued to include unoccupied houses also but to explain the reasons why they were unoccupied, to prevent explaining away omissions on the score of their unfitness for occupation. Instructions were also issued to list buildings not used as dwelling houses *e. g.* places of worship, schools, hospitals, cowsheds, factories, shops, etc., and to note in the remark column the nature of such buildings. The form of the house-list was designed in such a way as to reduce, as far as possible, scriptory work on the part of employees. Besides showing the name of the owner or resident and the ordinary use to which each building was put, particulars of the population residing in each (whether male or female, adult or child, etc.,) of the structure of the roof, wall and number of rooms were also to be collected. The information regarding population thus obtained proved highly useful in estimating the number of required forms of the various types for each area and in the allotment of blocks and circles. This wide basis on which housing statistics has been collected has enhanced their value in scientific study and particularly in these days of the development of the building industry the number of tiled, terraced, cement and concrete houses, would prove very interesting. (*vide* Appendix VI.)

In all the previous censuses a separate list was prepared for each block consisting of from 30 to 50 houses only, such smallness of blocks being rendered necessary by their suitability for a two-hour simultaneous enumeration. This time the houselist was separate and complete for each kara in the pakuthies and census towns and for wards in municipal towns. Special care was also taken to avoid overlapping in the listing of houses. The number of forms necessary for each unit was specified to obviate indiscriminate indenting caused by unwarranted doubts in the matter. Extra information pertaining to each block particularly details regarding public health, education, economic life, religious institutions and festivals, markets, water-supply, weights and measures, etc., had to be noted down against the questions relating to these, printed on the covers of block-lists.

In listing the houses each 'kara' or ward was taken as the unit. Beginning from one end of a kara each house was listed, the operator keeping to the left of the street till the other boundary was reached. In this process the subordinates were allowed the discretion to record temporary numbers in chalk or charcoal on some part of the house at the time of listing and later on make the writing more permanent by means of tar or paint.

Formation of Blocks.

The next step was the formation of blocks preparatory to house-numbering. The houses in the lists for each kara were numbered serially and the list stitched in separate sets according to the size of the kara itself. A kara could comprise one or more blocks according to the number of houses in it. But houses situated in different karas were not included in the same block. The adoption of the non-simultaneous method of enumeration enabled the inclusion of two to three hundred houses in a block whereas in 1931 only 30 houses on the average were covered by a block. The blocks were numbered serially for a whole taluk or municipal town in the order of the village register. The work of stitching the block-lists was undertaken in the taluks and the lists were then redistributed for house-numbering. The primary consideration in the formation of blocks was that a person should be able to do the

preliminary enumeration in about 6 weeks and the final checking in about 5 to 7 days. More than one kara or parts of two karas were not to fall within the same block. Instances were not, however, wanting of maladjustments of blocks and allocation of extra-large karas containing sometimes 500 or more houses in one block ; those of 40 or 50 houses being often constituted into one block. Hopes of possibly handsome allowances to Enumerators and Supervisors weighed with some Charge Superintendents in increasing the number of blocks to the largest possible figure. The grouping of blocks with a view to reduce the number of Enumerators was attended to with special care and precaution so that the above tendencies were effectively checked. It was also seen that the geographical basis for the formation of blocks could not always achieve an equitable distribution and that some degree of artificiality was inevitable without a redemarcation or readjustment of the boundaries of some of the pakuthies and karas.

Number of karas	3,906
Number of blocks	5,821
Number of pakuthies	435
Number of circles	949

House-Numbering.

Block-formation was followed by house-numbering. The number assigned to each house as per the house-list was actually painted on some prominent part of it in tar or some other material. The number of the block wherein the house was situated was painted just below the house-number. The first and last house-numbers of a block were indicated by special marks placed near them to prevent overlapping, the former by a triangle and the latter by a cross. These distinguishing marks were expected to aid the Enumerators in their work as well as facilitate the checking of the total number of houses in a locality.

A period of 45 days was allotted for the work which was attended to by the same staff as did the houselisting *viz.* the Pakuthy staff in rural areas, the Public Health staff in conservency towns and the Municipal staff in Municipal towns. In the forest areas, Edavagais and estates the work was done by the employees concerned.

The Taluk Charge Superintendents were allowed to purchase locally the required tar for each pakuthy and to realise the cost from the census funds after submitting the vouchers. The Municipalities had to purchase tar from their own funds. Stencils were not used and brushes, if any, were made locally from some readily available indigenous material. The average quality of the work was observed to be neat and in some cases even artistic, despite the absence of stencils or brushes.

One of the difficulties attendant upon house-numbering work was the existence of a number of houses without proper walls on the outside of which numbers could have been painted. The house-number completing the circle was indicated separately. To record house numbers in such cases special cards were provided and left with the principal inmate of every such house with instructions to preserve it safely till the final Census was over. As the house-numbering staff were allowed the discretion to utilise all sorts of improvised articles such as broken pots, planks, boxes, etc., I don't think much use was made of the special cards supplied except in a few Charges. The limit fixed by me regarding the quantity of tar to be used *viz.*, one lb. for every 500 houses was scrupulously observed so that requests for additional sanction were few indeed.

A successful enumeration presupposes the existence of a full and accurate list of all the houses in the State. This accuracy could be tested possibly only by a comprehensive check-up of the house-numbering work with a view to see that not even a single house was omitted. Houses in various nooks and corners were apt to be left out by the numbering agency and repeated checking alone could have given thoroughly exhaustive results. This was realised from the very start and a scheme of comprehensive checking work was drawn up. The Charge Superintendents were instructed to devote their personal attention to the work and to make it a point to check up at least a certain percentage of the houses in their Charge. One particular defect sought to be obviated was the grouping of unoccupied dwelling houses in the same column as miscellaneous buildings, due partly to the ambiguity of the headings in the houselist columns.

This checking was rendered more effective and the subordinates made to feel a true sense of the importance of the work by my own repeated and intensive tours throughout the period of the work. In September and November I was continually on the move and visited almost all parts of the State supervising the numbering work. Every nook and corner and particularly every out of the way place was made the object of personal inspection. In fact the subordinates were all on the *qui vive* as they could expect me to drop in at any unlooked-for moment at any remote place. This did much to engender in the minds of all the Census Officers a feeling that no shilly-shallying would be tolerated and that the work had to be done with the utmost care and thoroughness. It can be said that on the whole the work proved in the end to be expeditious in execution and comprehensive in results.

But one man alone, however alert, may not be able to detect in all parts of the State the omissions made in this respect. The Charge Superintendents of course did their very best nor were the District Census Officers behind-hand in the invigilation exercised. Special mention has to be made, in this connection, of the indefatigable efforts of the Excise Commissioner, Mr. P. G. N. Unnithan in co-operating with me in the attempt to produce a really exhaustive list of houses in the State. He instructed all his subordinate Inspectors to check the house-numbering work during their circuits and send up weekly reports regarding omissions or defects which called for rectification. This collateral checking by an entirely independent agency instilled in the Revenue Staff an additional sense of responsibility and determination to see that no house should possibly go un-numbered, lest the Excise subordinates should detect some flaw in their work. It took the Excise Officers three months to finish this check-up on which their reports were regularly submitted. This additional checking not only tended to be a preventive and a remedial process but produced its desired effects in a positive manner.

The accuracy of house-numbering was subjected to a still further check during the enumeration stage by the Enumerators and by the supervising and inspecting staff. The total number of occupied houses as per the final enumeration figures, when compared with the total number as per the houselist abstracts, was found to be almost identical.

Formation of Circles.

Originally it was my idea to form the blocks and circles simultaneously after houselisting. Subsequently the formation of circles was postponed to a later stage, since the circle number was not considered to be so necessary a detail for house-numbering as for the subsequent purpose of appointing Supervisors. Ordinarily a pakuthy in the rural area or a ward in a municipal town was constituted into a circle. A pakuthy, if very large, was split up into two or more Circles but parts of different pakuthies were not brought into the same

Circle. Serial numbers were given to the Circles consecutively for an entire taluk or a full municipal town. Care was also taken that within a Circle the total of serially numbered Blocks was a round number. The list of Blocks and Circles comprised by the various taluks and towns is given in Appendix VII (a) and (b). It will be seen therefrom that while a Block consisted of two to three hundred houses in rural and three to four hundred in urban areas, a Circle ordinarily contained four to five Blocks. The estate managers were, however, given the discretion to form their own Blocks and Circles as suited their convenience.

Preparation of Charge and Circle Registers.

The Charge and Circle Registers were next prepared. The form of the register is given as Appendix VIII. It is intended to show the name of the Pakuthies with the serial number of Circles, the names of Supervisors appointed for the various Circles, the names of the karas with the serial numbers of Blocks, the number of houses in the Block and the name of the Enumerator of each Block. Separate pages were also opened for forest and estate Circles in each Charge. The special blocks of each particular Taluk were also included in the Taluk Charge for administrative purposes. Each Charge Superintendent submitted the Register pertaining to his Charge to the Census Commissioner. Every Register was scrutinised and approved, and retransmitted to the Charge Superintendent with the necessary forms of appointment so that the formal appointment of the Supervisors and Enumerators could be made with the least possible delay. A duplicate of the same was kept in the Census Office for reference and verification.

CHAPTER III.

ENUMERATION.

The Conference of Charge Superintendents.

On the completion of the house-numbering operations in the various Charges and as a prelude to the arrangements for enumeration, the Charge Superintendents of the various localities were invited to meet me in Conference for the discussion of the principle and practice of the new system of enumeration. The State was divided into 6 zones and the Tahsildars, Municipal Presidents, Sanitary Circle Officers and Divisional Forest Officers in each zone, together with the Assistant Charge Superintendents were convened at the following centres on the dates noted against each:

Nagercoil		25—10—1940
Quilon	..	1—11—1940
Kottayam		3—11—1940
Trivandrum		5—11—1940
Alleppey		8—11—1940
Alwaye	...	9—11—1940

The instructions regarding enumeration given in the Code and in the various circulars were made the subject of full discussion and all the doubts raised by these officers were cleared and the various suggestions put forward by them carefully considered as it was expected that the Charge Superintendents, after taking part in these conferences, would be able to impart the necessary instructions to their own subordinates in a uniform manner. The important departures in the main procedure from that of the Census of 1931 were also explained in detail and brought home to these officers, so that the tendency to proceed along old stereotyped lines might be discouraged before they took up the actual enumeration work.

Appointment of Enumerators and Supervisors.

The precedent set up in 1921 of employing teachers of Malayalam and Tamil Schools as Enumerators was continued this time also as it was found that the ranks of pedagogic veterans furnished the best recruiting ground for the purpose. Plodding by nature, inquisitive by disposition, well-informed and public-spirited and keenly alive and responsive to everything pertaining to the external world, these moulders of the *intelligentsia* of the land possess the necessary equipment for the work and are acceptedly amenable to discipline and regimentation. With very few exceptions, therefore, the Enumerators selected this time were the teachers of Malayalam and Tamil Schools. (Employees of the Land Revenue and Public Health Departments and of the Municipalities were also selected by the Charge Superintendents in some cases.)

In the matter of the selection of Supervisors, however, a departure was made this time. Instead of Malayalam and Tamil School Headmasters, Graduate Teachers of English Schools were selected, these officers being generally younger, better qualified and paid, better informed and necessarily of a higher status than the former. A clear understanding of the Code and other instructions, especially when issued in English, could be expected from those actually chosen and on the whole they acquitted themselves very well in their census duties. The joint work made possible by the Enumerators (teachers) and the Supervisors (Headmasters) hailing from the same institution, however, was not so much in evidence this time, as it very often happened that the Supervisors and Enumerators lived and worked miles apart.

Adjustment of jurisdiction presented another difficulty. The selection of teachers was restricted as much as possible to Government servants (for preliminary enumeration) and teachers of aided schools were generally excluded so as to secure better discipline and also the possibility of allaying dissatisfaction, in case the Enumerators and Supervisors were not to be remunerated on considerations of economy. Government servants are naturally expected to render all assistance in an operation sponsored by Government whereas employees in private institutions could not be saddled with responsibilities which carried no emoluments, except perhaps the payment merely of actual out-of-pocket expenses. Besides, Government control is more direct, effective and immediately enforced than could be with aided school teachers who are under different managements for whom such unitary control is impossible in the nature of things. Mainly as a result of this limitation and also of complacency on the part of some Charge Superintendents, complaint regarding inconvenient postings of Enumerators arose this time also. Strict instructions were issued by me that an Enumerator should, as far as possible, be posted to a block which was nearest to his residence so that he should not have to make a journey to reach his place of work but have only to move about in connection with the discharge of his census duties. The importance of strictly enforcing this rule cannot be overemphasised and an earnest and willing set of Enumerators can be procured only if this principle is kept in view throughout. Some of the Assistant Inspectors of Schools should have exhibited better imagination and evinced a better spirit of co-operation with the Charge Superintendents. I had more occasions than one to comment on this point during the enumeration stage. There were instances of teachers in Nagercoil being posted as Enumerators and Supervisors in Thovala and Vilavancode. I rectified these glaring cases but to scrutinise the posting of 6,000 Enumerators and Supervisors in like manner within the limited time available was not possible. Those Assistant Inspectors who co-operated with the Charge Superintendents produced marvellous results in the sense that the teacher-enumerators under them were quite satisfied with their postings.

Another feature of this Census, which was of course implied in the general scheme itself, was that more or less the same agency did the preliminary and the final enumeration. Enumerators and Supervisors posted to the various blocks or circles for the preliminary enumeration kept themselves in touch with their respective areas from the commencement of their work to the completion of the final Census, which in fact was only a check-up of the result of the detailed enumeration carried out in a month and a half. As this earlier work had been undertaken with a view to find out the *de jure* population on the 1st March, the Enumerators were expected at the final stage to make enquiries only as to whether any additional non-enumerated person had come to any house and whether any births or deaths had occurred in the meanwhile and then to make the necessary alterations in the figures recorded. A few additional Enumerators were appointed however for the final Census to enumerate the purely floating population, *i. e.*, those houseless people who were habitually on the move.

Altogether 4,630 Enumerators and 949 Supervisors were appointed for the preliminary enumeration. The subjoined table and the detailed and comparative statements given in Appendix IX (a) and (b) will elucidate the proportions and the relations between the number of these officers and the number of houses, blocks, circles, etc.

Number of	Blocks	5,821
,,	Circles	1,050
,,	Occupied Houses	1,097,357
,,	Enumerators	4,630
,,	Supervisors	949
Average No. of houses per	Enumerator	237
,,	per Supervisor	1,156

Distribution of work.

An equitable distribution of the number of houses allotted to each Enumerator or Supervisor was sought to be secured by the clubbing together of smaller blocks and the division of larger ones between two Enumerators. It may be seen from the statements referred to above, that on an average, from 250 to 300 houses were assigned to an Enumerator in rural areas and from 300 to 400 in urban areas. Complaints were raised by a few Enumerators that the work allotted to them was comparatively heavier than that of their compeers in neighbouring blocks. But the average number of houses allotted to an Enumerator at the last Census was between 300 and 400 in rural and between 400 and 600 in urban areas. In this way, this time the Enumerators had a definitely lesser number of houses to dispose of in preliminary enumeration. Against 836,734 houses in rural and 93,196 in urban areas in 1931 there were 977,491 and 119,866 respectively in 1941. The card system of enumeration however required some more time and at the present Census the questions were also more numerous and detailed. But this was compensated for by the increase in the number of Enumerators. In view of the above, there was not much ground for the presumption of any overwork on the part of the Enumerators this time. An Enumerator was ordinarily expected to visit about 10 houses a day for a period of 45 days. With about 15 to 20 holidays in between, this number could be completed without much strain—if only the posting of the Enumerators was done with adequate forethought and local knowledge.

One of the most disturbing factors in the progress of the work of Enumerators is the prospect of periodical transfers in their ranks by superior Departmental authorities. Exigencies of service may necessitate some transfer of officers to complete a chain of

arrangements or to fill up a gap. Such transfers are especially numerous and frequent in the Education Department. But a teacher, appointed as Enumerator or Supervisor in a particular area and well on the way of completing his enumeration work, is apt to put the entire process in the Circle out of gear, if transferred to another locality before the completion of his work. Keeping this aspect in mind, I obtained the necessary orders from Government prohibiting the transfer of officers engaged in the Census work during the progress thereof.

Training Classes for Enumerators and Supervisors.

The Census Commissioner for India in his general plan of operations wrote: "Just as in warfare, where generals plan and staff and regimental commands work out, in the last resort, it is the individual soldiers who go over and capture the position, so in a Census. You and I can plan and work out, but in the last resort it is the Enumerator who advances on his own to the assault. In such a position what we want to aim at is to encourage a feeling of responsibility and even pride on the part of our Enumerators so that they should know that while we will go with them as far as we can, in the last resort they go forward alone and we depend on them. Soldiers train for months on barracks, squares, ranges, manoeuvres and so on, before they are put into actual contest". Such a long-term and intensive training was of course not possible in the case of Enumerators but the point was kept well in mind and every effort was made to give them the best training possible, so that they might be fully prepared for the final assault when it started. The spirit behind these instructions was brought home to the Enumerators by means of a letter addressed to each of them individually, stressing the national importance of the work and the privilege and prestige of their position as co-partners in the recording of the decade history of the State. Most of them being school masters, engaged in the same profession as the Census Commissioner, the appeal had the desired effect of rousing their enthusiasm to enable them to put forth the maximum possible effort in the hard and strenuous work they had to complete in less than two months.

The training classes were to be opened by the Charge Superintendents at various centres for the benefit of the Enumerators and Supervisors. The specimen enumeration cards with instructions in Malayalam, Tamil or English as to how the various details were to be filled in, had been sent sufficiently in advance so that those concerned might study them beforehand and be prepared for the classes. To secure the necessary thoroughness of training, upon which depends the quality of the work to be turned out, no amount of written instruction will suffice. The Charge Superintendents were therefore requested to intimate to me, sufficiently ahead, the places and dates of the classes to be held, so that I could personally supervise wherever possible the conduct of such classes, though the original programme of training had delegated the work more or less to the Charge Superintendents themselves. The programme of training classes was drawn up mostly in my own Office, at least one or two centres being selected in each Charge for personal supervision. I invariably conducted the first class in each Charge and gave practical demonstrations of enumeration to the assembled Enumerators, Supervisors, Assistant Charge Superintendents and Charge Superintendents.

Since an ounce of practice is far better than tons of theory, I hit upon the idea of using a fairly large trifold blackboard ($5' \times 3'$) on the model of the Enumeration card with the various questions written on it in white paint in large characters, so that the method of making the requisite entries might be practically demonstrated. One or other of the Enumerators or Supervisors was called upon to enumerate the particulars pertaining to himself on the board and all doubts and difficulties encountered during the process were

cleared on the spot. The training so imparted involved also the careful coaching of those concerned in the modes of procedure to be adopted at the successive stages of the preliminary and final enumerations regarding the preservation of records, the preparation of totals, etc. The Charge Superintendents were also instructed to arrange for specimen enumerations being conducted by each Enumerator, to be scrutinised by the respective Supervisors and Charge Superintendents; and the practice cards so filled up were forwarded to the Census Office where they were further scrutinised by its trained staff. Circulars were then issued, wherever required, supplementing or elucidating the instructions already sent round or personally given.

I toured the State extensively for a full month beginning from the middle of November and conducted 19 classes in different centres. In view of the fact that during the limited time at my disposal it might not be possible for me to hold classes in all the Charges, Government sanction was obtained to depute the Personal Assistant to conduct a few classes after he himself had been given intensive training and actually attended a few classes conducted by me. To render this possible the period originally allotted for training had to be extended by two days. Details and programme of the classes conducted, are furnished in Appendix X.

Propaganda.

Much of the propaganda during this period was directed towards educating the Enumerators as well as the enumerated in their respective duties. Pamphlets were issued from time to time and just before the enumeration a special appeal was sent individually to each Enumerator.

The Slip or the Card system.

One of the most important changes introduced in the system of enumeration was the adoption of the slip or *Bulletin individual* system whereby specially designed cards or slips were substituted for the old schedules for enumeration. The advantages of this method have been discussed at length by Dr. N. KunjanPillai, in his Administration Report on the Census of 1931, while the Census Commissioner for Baroda actually carried out his enumeration work under this scheme in 1931. The Census Commissioner for India accepted the system for all-India adoption this time. It may be noticed in this connection that the idea of such a scheme originated in Travancore as early as 1901. In the following passage in the Administration Report on the Census of 1901, Dr. N. Subramonya Aiyar, the Census Commissioner for Travancore, has given a brief outline of the system:—

"I would recommend the following suggestions for consideration. The schedules may be dispensed with and the enumeration recorded on slips of paper in the first instance. This would save a large expenditure of time and money and the abstraction operations could be wholly avoided. The slips may be issued in the form of note books of 200 or 250 slips each. The enumeration headings may be printed in order in each slip on the left side, the entries being arranged to be recorded in the spaces to the right. The descriptive particulars may be printed on the left side of the wrapper while the instructions for filling the schedule may be printed on ordinary paper and bound into the note book immediately after the cover. These and other details will, of course, admit of easy adjustment."

The above scheme, propounded nearly 40 years ago by the Census Commissioner for Travancore, has been implemented, with very slight modifications throughout India at the present Census. It may be stated without fear of contradiction that the system, though still

in an experimental stage, has worked well, and is capable of further improvements as experience is gained. Each person enumerated in Travancore is allotted a separate slip and the particulars relating to each such person, be it even a small child just a day old, are entered in detail against the relevant questions. A statement, giving details of the printed slips of each category and of distribution and wastage, is given as Appendix XI. It may be seen therefrom that 84 lakhs of enumeration cards were printed for taking stock of a population of 61 lakhs, resulting thereby in a wastage of nearly 23 lakhs of cards, due to many reasons, some of them unexpected. The main reason was the instruction to Enumerators that one family should not be enumerated in two different books. So even if there are, say, 15 cards left and 16 members in a family to enumerate, that book could not be used. Nor could it be used where the variation in the number was in the male or female cards. The Charge Superintendents indented for more books as they got rather panicky by the persistent demands of the Supervisors, who in turn were subjected to heavy pressure from Enumerators for more and more books. A more detailed and systematic checking by the Charge Superintendents and Supervisors would have prevented wastage to a large extent. It may, however, be remembered that the unused cards came in handy for use in the Economic Survey, while the cardboards of the used pads were detached and sent to the Stationery Department for further use, the used cards being sold to the Punalur Paper Mills for a sum of about Rs. 280, and a saving effected thereby. A review of the whole procedure would prove to be of considerable help to future Census Commissioners.

In the enumeration card adopted in British India, code numbers are used for specifying geographical units such as District, taluk or village. Moreover, the same card is used for males and females, the only distinguishing feature being that for slips relating to females the right hand bottom corner can be torn off. This does not, however, obviate the necessity for a sorting to find out the number of males and females for any unit. Again due to the lack of any clue against each question-number as to the nature of the question itself, the strain on the Enumerator who has to commit to memory the details of the key instructions with flawless accuracy would have been rather taxing. Similarly it would have been difficult to detect as well as rectify obviously wrong entries at the time of sorting. The modifications adopted in the enumeration cards for the State were mainly intended to minimise some of the difficulties specified.

A specimen of the card used for this State is given as Appendix XII (*a*) & (*b*). The adoption of the colour scheme was an innovation, white for males and brown for females. This device precluded the need for the sorting of male and female cards from the beginning and at the same time obviated the irrelevancy of including questions regarding fertility in the 'male cards'. In order to secure uniformity in the serial numbers of questions in the male and female cards, it was found convenient to relegate the questions regarding fertility among women as a separate group after the general questions. It was therefore incidentally possible to widen the scope of the questions on fertility by adding two more of the same category. (*Vide* Fertility Enquiry given as Appendix I in Part I of the Census Report.)

The names of the taluk and pakuthy and the house-number, etc., were to be written on each card but the scriptory work was otherwise very much reduced, since most of the questions could be answered by a tick or a cross. Since also the clue as to the nature of each question was given in the card, there was less scope for mistakes creeping in and the strain on the Enumerator was correspondingly reduced. This also facilitated the rectification of mistakes in entry in the sorting stage.

Another modification introduced here was that whereas in British India the pad system (each pad containing 100 slips) was adopted, the enumeration of males and females being done in the order in which each case turned up in any house, each pad was stitched up so that the first fifty were cards for males and the second fifty for females. Instructions were however issued to enumerate persons of the same house in the same pad. Such an arrangement facilitated checking at the time of enumeration though it involved a slight wastage of slips. But since pads of smaller size—of 50, 20 or 10 slips—were also issued (each containing an equal number of male and female cards) to provide for the enumeration of individual houses or blocks of very small size or when, in the case of ordinary blocks, it was found, that after using a number of 100 slip pads, the surplus population still left over would have been covered by a pad of much smaller size, it was possible to reduce the wastage considerably.

The Enumerators were, however, found invariably to prefer the 100-slip size and very little use was consequently made of books of intermediate size. Another difficulty experienced this time was the wastage of a number of 'female slips' varying in number from 25 to 50 in many 100-slip pads due principally to two reasons. The sex parity observed in the State as a whole does not always occur in uniform regularity in each household. Houses in which reside five or six females and only one male or *vice versa* are not rare and the existence of such houses in various parts of the country is apt to upset calculations regarding sex parity in particular localities.

Transport and Distribution of pads.

The vast numbers of enumeration pads required for each size had been printed and stocked early enough. Arrangements had been made with the State Transport Department to convey the pads to their various destinations. The pads of the different sizes meant for each taluk or municipal town were serially numbered and neatly packed in dealwood boxes or some other safe coverings and the consignment despatched to the respective stations for which they were intended. It stands to the credit of the State Transport Department that in carrying out this work of pad conveyance, not even a single pad was lost nor spoiled nor was any complaint raised by any Charge Superintendent on this score.

The conveyance of pads to the Charge Superintendents was followed by their distribution among Supervisors and Enumerators in time for the preliminary enumeration. The pads were serially numbered for each Charge on the back and the Superintendents were instructed to distribute the same on the basis of consecutive numbers. The numerous indents for and the supply of additional pads for each Circle and Charge, however, caused doubts in the minds of the Charge Superintendents as to the procedure to be adopted to keep tack of the pads through the numbers given. In fact the assignment of a number to each pad in the Head Office did not prove to be of much use and could have been dispensed with, without serious disadvantage. The numbering could, where necessary, have been done in the offices of the Charge Superintendents where, the compactness and relatively smaller bulk of the pads would have conduced to easier and more thorough numbering work. The numbering of each pad was conceived primarily with the purpose of avoiding indiscriminate supply and of preventing wastage to the greatest possible extent. But it has to be admitted that this did not prove of much advantage, for the numbering of enormous bundles of pads in the Census Office will not be productive of benefits likely enough to outweigh the magnitude of the work and the multitude of the difficulties involved.

Preliminary Enumeration commenced from the 1st December, 1940 and was scheduled to be completed in six weeks. *i. e.*, by the 15th January, 1941. The slip system of enumeration, combined with the new geographical block system, laid rather a heavier responsibility and additional work this time upon the Enumerators than in 1931. Many blocks consisted of more than 300 buildings though the intention originally had been to limit the number to 250. Similarly in spite of special instructions to give due regard to the distance of the residence of Enumerators from their blocks, the assignment of blocks was not always made with the requisite amount of care and attention to detail, with the result that in many cases the Enumerators had to walk 3 to 5 miles to do the work.

Preliminary Enumeration.

Most of the Supervisors and Enumerators being Schoolmasters, the Census work had to be done outside school hours and in addition to their normal duties and the process naturally proved very slow. These considerations prevailed upon me to obtain special concessions for the Schoolmaster-Enumerators, in the discharge of their work. The fact that Christmas holidays fell within this period afforded much convenience to the teachers particularly to complete the work in time. At my suggestion the 2nd and 3rd January, 1941 were declared by Government as special holidays for the Education Department, so that teachers could avail themselves of this extension of Christmas holidays for continual application to their Census work. Similarly the 10th and 13th January were also made school holidays to facilitate enumeration work. But for these arrangements completion of their duties according to schedule would not have been possible.

I also toured the State intensively during the period since preliminary enumeration is, for all practical purposes, virtually the Census proper and the basis for the final count.

Certain estates alone had difficulty in pushing on with enumeration and the census operators in several of them pointed out that a complete revision of the records would be rendered necessary owing to the fact that most of the labourers originally enumerated would have emigrated by the final Census date. Such estates were given discretion to drop the preliminary enumeration altogether and confine themselves to the final count but with special care to make it thoroughly reliable. In special institutions like jails, lock-ups, asylums, hospitals, etc., the preliminary enumeration was not conducted at all.

The results of the preliminary enumeration showing the population of each Charge by religion were received in the Census Office by the first week of February. The Divisional Forest Officers and such of the estate managers as had completed the preliminary enumeration were instructed to furnish the Tahsildars or Municipal Presidents concerned, with the data obtained, so that the latter could strike out consolidated totals for their Charges.

After the completion of the preliminary enumeration, numerous difficulties were raised regarding the transport of the filled-up pads to and from the Charge Superintendent to whom the Enumerators and Supervisors had originally been asked to hand over the records of preliminary enumeration. Discretion was therefore allowed to the Charge Superintendents to leave these records with the Enumerators and Supervisors on their own responsibility. At the same time the Charge Superintendents were to arrange for the Supervisors being asked to meet them on a specified date to take delivery of the pads before the final Census instead of the

Arrangements for the Final Enumeration.

Charge Superintendents handing over the books to the Supervisors at the various centres. For enumeration work in certain special areas and for counting the houseless population comprising such persons as beggars, persons permanently dwelling in moving vehicles and those residing in Sathroms and other public institutions and the inmates of houses whose owners or chief residents had volunteered to do the enumeration work, additional Supervisors or Enumerators were appointed for the whole State. The necessary training was imparted to them by the Charge Superintendents and the Supervisors already engaged. The final checking was scheduled to commence by the 27th February and completed by the 2nd March. But on the plea raised by the Charge Superintendents as to the insufficiency of the period allotted, the provisions of the Code were altered with Government sanction and the final checking was allowed to commence from the 22nd February and be completed by the 2nd March.

A circular was issued by Government on my recommendation for the information of the public, explaining the main provisions of the Census Act and soliciting their hearty co-operation, to the best of their ability, with the Census Officers towards the successful conduct of the census operations. This was reinforced by a special appeal of mine under the caption "To Every Citizen", stressing their responsibility in giving accurate returns, so that the decade history could be correctly recorded, making it possible for the progress of the State to be viewed in its proper perspective without distortion or exaggeration. It was sought by these means to allay any possible doubts or suspicions in the minds of the public regarding the purpose of the Census or as to the way in which the information collected would be utilised. Another circular was issued by Government to all Heads of Departments and Offices, at my instance, directing the latter to issue instructions to their subordinates to take up census work on requisition from the Charge Superintendents (Tahsildars, etc.) of the locality and to treat such subordinates as on duty for a period specified by the Charge Superintendents between the 22nd February and the 1st March, 1941. The Charge Superintendents were also instructed therein to indent in that way on the services of the subordinates of other Departments only if absolutely necessary and for the minimum time required. As a matter of fact this circular instruction was only by way of abundant caution, as the number of men required, outside the Departments from which the Enumerators were already drawn, was necessarily very small. Cases of additional enlistment of enumerators during or just before the Census week were few indeed as all arrangements for such appointments had been made earlier.

Another circular was issued by Government requesting the Commissioner of the Trivandrum Corporation, the Municipal Presidents and Tahsildars and the Director of Public Health, to arrange for the births and deaths occurring in their respective jurisdictions, during the period between the two enumerations, being reported to the registering authorities within 24 hours of their occurrence and for the latter to intimate the fact to the nearest Charge Superintendent within 24 hours of the receipt of such information. This procedure was suggested to Government in view of the difference in the system of enumeration adopted this time, covering a longer period for the final count. Nine days were allowed in all for this stage and there was the possibility of a few births and deaths in certain areas escaping the Enumerators in the course of completion of their final checking during the earlier part of the Census week. The Registration of Births and Deaths Act VII

(of 1096 M. E.) provides for the report of these occurrences to the Registering Officers within a week only and the practice could not be altered without a long enough notice as it was a matter affecting the public at large who are often found to be not very anxious about the accuracy of these returns. A due sense of responsibility is, however, more in evidence in Municipal towns, where the rules are more strictly observed and cases of evasion more easily detected.

Special Arrangements:

Railway premises were treated as areas to be dealt with by the Enumerator of the block in which the station was situated or by the Station Master himself. They were supplied with the necessary pads by the Charge Superintendents. There are altogether thirty railway stations in the State. Enumeration in the stations in the jurisdiction of the Tahsildars of Trivandrum and Paravoor was entrusted to the Station-Masters, while all the other Charge Superintendents concerned made their own arrangements for the work being done by the respective Enumerators of those blocks.

Though it was thought necessary at first that Satroms, hotels and campsheds also should have separate Enumerators and the arrangements required duly made for their appointment and the Charge Superintendents were actually asked to submit the list of such institutions with proposals for appointment of Enumerators, no special arrangements were eventually found necessary for the purpose. Almost all the Charge Superintendents discountenanced the idea and undertook to get the work done by the Enumerators of the adjoining blocks. With regard to Hostels and Boarding Houses where students resided, special care was taken to see that they were not subjected to double enumeration, once in the Hostel or Boarding House and again in their homes. Some parents in fact insisted on the enumeration on the spot of all their children, whether with them or elsewhere, as a matter of sentiment. This difficulty was got over by eliciting from the parents the place of residence of their "brighter" progeny, to prevent overlapping.

Landing ghats, jetties, frontier chowkeys, etc., required special Enumerators and were therefore constituted into special blocks. The Enumerators for these were appointed according to the lists forwarded by the Charge Superintendents. The statements submitted recorded the number of landing ghats separately censussed as 74 and that of the chowkeys as 43.

Important frontier ferries also came under special enumeration lest any person crossing the frontier should escape being caught in the census net. But there are innumerable minor ferries on the frontier which people cross, though only occasionally. The posting of separate Enumerators for each of these was not considered worthwhile and therefore under instructions from Government the Chief Engineer closed all minor ferries on the frontier between 6 and 11 on the morning of the 1st March.

As for the houseless or floating population on the 1st March, the figures totalled up to 7,956 for the whole State. This number represents the persons who are absolutely houseless or people who acknowledged themselves as not habitually residing in any particular house. Travellers were not included under this category as they already fell within reckoning in the hotel or house of which they were residents.

British Indian authorities made arrangements for the Census of the Thumpoli Pattom lands attached to the British Cochin taluk in Aryad South Pakuthy. Similar arrangements were also made by them for the censussing of Anjengo, Thangassery and Periyar areas

situated within the State but administered by British Indian authorities. The buildings at the Thekkadi and Periyar Dam, though located within the State limits, had been included in the houselist of British territory for purposes of enumeration in 1931 and the same procedure was followed by the Superintendent of Census Operations, Madras, this time also.

An attempt was made to gauge as far as possible the extent of the migration of labour to the *punja* fields in Kuttanad from the neighbouring taluks during the harvest season. The Census date synchronised with the middle of the harvest operations and naturally the figures collected earlier during the preliminary enumeration were bound to undergo some changes by the time of the final Census. The Tahsildars of Ampalapula, Kottayam, Karthigapally, Changanachery and Thiruvella were accordingly consulted early in February regarding the special arrangements considered necessary by them for the enumeration of these migrating labourers, and it was decided that the Enumerators of the *punja* fields should re-enumerate the floating labour population on special cards provided for the purpose. Special cards with the words 'Labour' stamped thereon were accordingly sent to the Charge Superintendents of Ampalapula, Kottayam and Changanachery with instructions to enumerate the labourers who migrated from the surrounding taluks to their Charges. Instructions were also issued to score off these names if originally enumerated in their homes. No such arrangements were made for the Karthigapally and Thiruvella taluks, as the harvest season in the regions adjoining these was reported to commence only after the Census date.

The Final Enumeration

The final enumeration of the Census was a quiet affair this time. The same agency (Enumerators and Supervisors) went round the same areas (Blocks and Circles) and reviewed their own work just to ascertain whether any changes had in the meantime occurred as regards the details collected before, or whether they had left out any houses or their occupants from the reckoning. In order to facilitate the work of final enumeration, the 26th, 27th and 28th February were made school holidays and the 1st March a general holiday for the State.

No wholesale stoppage of traffic nor any suspension of the normal activities of the public at large was called for or insisted upon and no mobilisation of the entire *intelligentsia* of the State was rendered necessary at all for purposes of enumeration. The non-synchronous system did not demand a joint pull to catch all in the census net. In fact the whole check-up was practically completed by the 1st March except for the floating or houseless population; and the hurry and bustle usually associated with the morning of a Census day were not apparent to any great extent in the country side. As a matter of fact, this more or less silent nature of the final check-up even gave rise to a notion on the part of some members of the vociferous section of the public, that the final Census was not done with the necessary enthusiasm and thoroughness. Occupants of some houses in which, within the Enumerator's intimate knowledge, no new arrivals nor births nor deaths had occurred, had a genuine feeling that they were not enumerated on the Census date, if only the Enumerator failed to turn up or question the inmates in detail.

The final checking turned out to be an attempt to include the non-enumerated, if any, and verify the entries already made. In most of the British Indian Provinces this time there were no separate or distinct stages of operation as preliminary and final enumerations. The enumeration was completed in about a week or two and on the last day a final checking up was made to see that the houseless population was also counted. In Travancore however the two distinct stages were separately gone through, in consideration of the special local conditions.

Each Charge Superintendent had to consolidate the figures collected regarding the ordinary as well as special blocks under them and wire or phone the totals for the taluk or town to the Census Office before the 2nd March. Government had instructed the Telephone Engineer to arrange for precedence being given to all telephone messages relating to the Census for the day. The figures telegraphed or phoned bore upon three main items *i. e.*, (i) occupied houses (ii) population, male and female, and (iii) literates.

Communication of Provisional Totals

The provisional totals began to arrive by telegrams, telephone messages and by special messengers by 3. 20 P. M. on the 1st, March. The Municipal President, Vaikom and the Tahsildar, Vaikom were the first among the Charge Superintendents to report their totals. The Census Office was working throughout the night of the 2nd March, I myself being present till 1 A. M. The Provisional totals were submitted at 6. 30 P. M. on the 3rd March to His Highness the Maharaja and to the Dewan. It might have been possible to submit these figures much earlier but for the delay in getting those for the taluk of Thovala, which reached the Census Office by 6 P. M. on the 3rd March. The provisional total of the State population was 6,070,792 at the present Census as against 5095,973 in 1931, registering thereby an increase of 19·1 per cent. In point of literacy, the percentage was found to be 47·6 as against 28·9 in 1931. These provisional figures were communicated to the Census Commissioner for India at midnight on the 3rd March by express telegram. Travancore was possibly the first among the States and Provinces to send up these figures.

The Charge Superintendents, according to instructions previously received, got together all the filled-up pads including those pertaining to the special areas and special institutions. These were arranged in the order of serial number of blocks and circles and the bundles for each block were neatly packed, along with the Enumerator's abstract for each block. On the cover page of each pad the abstract totals were recorded after a thorough checking and counter-signature by the Charge Superintendent. These were thus kept ready for despatch to the Tabulation Office. The re-transport of pads was effected systematically but all in a rush. All the pads were ready for retransport by the 5th March and arrangements were made with the Transport Department to collect the boxes by the 7th. All the boxes were received in the Census Tabulation Office by the morning of the 9th, the whole work going off without a hitch. In every case the Census Clerk of the Charge Superintendent accompanied the packages and saw that all the pads were safely delivered to the Tabulation staff. The work was completed according to schedule.

The Re-transport of pads

The provisional figures for population and for literacy with the sex-ratio in each case by Administrative Divisions and by towns and taluks, along with the names of the respective Charge Superintendents, were published in the form of a brochure before the end of March, 1941.

Publication of Provisional figures

The requisite information called for by circular D. O. No. 2865 dated 25th August, 1941. was furnished promptly by all Charge Superintendents in the shape of comprehensive reports on the census operations superintended by them, a clear enumeration of the difficulties they had encountered and constructive suggestions for future guidance which they could put forward, after the necessary consultation with those that had co-operated with them in the work.

Reports of Charge Superintendents

CHAPTER IV.

TOURS OF INSPECTION

Preliminary

Mr. M. Govinda Pillai, my predecessor in office, had toured the State extensively in July and early August, 1940, to give personal instructions to the various Charge Superintendents regarding houselisting and subsequently to inspect the work while it was in actual progress. Since the middle of August, however, no touring had been done by him.

Period covered by the Tours

Immediately after assuming charge therefore, I had to make up for lost time by proceeding on a series of tours spread out over six months and involving practically a non-stop trip for me from the 9th September, 1940 to the 26th February, 1941, *i. e.*, three days prior to the date of the final Census. I was thereby enabled to traverse the entire length and breadth of the State no less than five times, during which it was my constant endeavour to visit practically every nook and corner and get into touch with every person engaged in census work so that the requisite thoroughness might be secured and accuracy ensured in all phases and stages of the operations. The very severe strain involved in the continuous rounds of inspection was amply rewarded by the satisfactory results I was able to achieve, which other-wise would never have been possible. The centres visited by me during each tour are marked on the map appended as frontispiece.

The first Tour.

The first tour was undertaken in connection with the checking of block-lists and house-numbering, of which the former had been completed and the latter made some progress. I made it a point to visit every Charge and give the necessary instructions and suggestions to the subordinate census officers. To rectify the defects noticed during these tours, circulars were issued from time to time, setting forth detailed instructions regarding the preparation of blocklists and the numbering of houses and special institutions.

The second Tour

The next circuit was undertaken to conduct the Census Conferences at the six different centres. *viz.*, Nagercoil, Trivandrum, Quilon, Alleppey, Alwaye and Kottayam, where the Charge Superintendents and Assistant Charge Superintendents of the neighbouring areas were to, meet me and discuss all aspects of the work ahead.

The third Tour.

The middle of November found me again on the move, on an extensive tour lasting for a month, for giving intensive training to the Supervisors and Enumerators selected for census work. It was my aim to conduct at least one training class in each Charge in the presence of the Charge Superintendent, to secure uniformity of procedure. Wherever my absence was rendered inevitable in holding such classes, I deputed, under Government sanction, my Personal Assistant who had himself attended some of my classes, to do the work for me. The personal contacts thus established with quite a large number of Enumerators and Supervisors proved an inestimable advantage, in so far as these enabled me to solve their numerous doubts or clear their genuine difficulties and thereby sufficiently equip them to approach the work with confidence and a duese nse of responsibility. The use of the specially designed "census board", displaying an enlarged form of the enumeration card, was specially helpful in the conduct of these classes and full opportunity was given to the Census staff to familiarise themselves with the details of entry and to

profit by the demonstrations of actual enumeration done under my supervision by those assembled in the class. The census board came in handy here, incidentally wastage of paper also being avoided. Uniformity and accuracy in the interpretation of the questions and precision and care in the recording of the answers were specially aimed at, particularly as regards entries dealing with such matters as the economic relationship of the members of the family, the present state of small and large-scale industries based on individual investments, as contrasted with collective enterprises, the determination of literacy, etc.

Similarly the manner in which the questions pertaining to married women were to be asked, the tact and patience which Enumerators were to exercise in eliciting the relevant information on these points, were also well stressed and several practical suggestions and useful tips offered. The responsibility which each census operator had to shoulder in a national stock-taking of such magnitude and importance which will help to shape the all-round progress of the State in the next decade and the consequent importance of securing absolute reliability for the data collected, were brought home to the Supervisors and Enumerators. No opportunity was missed, nor effort spared, to anticipate all conceivable difficulties and offer adequate solutions, so that these classes enabled those for whom they were meant, to take to their special duties with sufficient care and attention to detail.

The fourth Tour.

The object of my fourth tour was to check-up the work of preliminary enumeration. For this purpose all the Enumerators and Supervisors were assembled in convenient centres with their filled up pads which were scrutinised and the mistakes pointed out and rectified. Further doubts, if any, were cleared then and there. The Enumerator and Supervisor of each locality and the Charge Superintendent were then asked to accompany me to particular areas, not disclosed beforehand, to verify the entries in the pads, which in most cases were found to be correct, the few defects noticed being only of a minor character. In response to the requests of teachers, Government sanction was obtained to extend the Christmas recess to enable them to complete the census work in conformity with the Census Calendar. Special attention was bestowed on the preliminary enumeration work in the waterlogged areas of Kuttanad. I toured these places extensively. The inconvenience of reaching many parts of this region might have resulted in several of the houses being omitted in the course of enumeration The places visited included Muttar, Ramankari, Veliyanad, Kainakari, Thottuvathala, Mankompu, Pulinkunnoo, Pallom, Kumarankari, Pathiramanal and Kavalam. The method of enumerating the labourers in the field, who migrated in large numbers to Kuttanad during the harvest season, was explained in detail to the Census staff working in these areas. I was informed that 5,000 to 6,000 coolies come there from different places such as Karuvatta, Kayankulam, Keerikad, etc., during harvest season. Special instructions were issued regarding the enumeration of these.

The last Tour.

The fifth tour in connection with the population Census was for giving instructions in regard to the arrangements for the final count. I visited almost all the frontier chowkeys, important landing ghats, and such other places as called for special directions to be given for the final enumeration. I also visited important special institutions like the Nuranad Leper Colony, Sachivottamapuram Colony for the Backward Communities etc. These made the final Census very much easier and the returns thoroughly accurate. The method of enumerating the floating population was explained in such detail as to eliminate even the remotest chance of double enumeration.

I was thus constantly on the move for nearly six months and I am glad to record that this has contributed very much to the accuracy of the returns. I also wish to record that circulars by themselves, however well-worded or detailed, will not be found sufficiently effective unless followed up with strict supervision and thorough scrutiny.

CHAPTER V.

ABSTRACTION, TABULATION AND COMPILATION

Arrangements for the establishment of the Tabulation Office received attention as early as November, 1940 and the question of accommodation, furniture and staff was taken up well in advance of the final Census.

Accommodation of Tabulation and Compilation Office.

A Central Tabulation Office had been set up in Trivandrum for the 1901 Census and except during the Census of 1911, when the system of taluk abstraction was attempted, all abstraction work was carried on in the Central Office. The experiment of 1911 was given up in 1921 and ever since, abstraction work has been done under the direct supervision of the Census Commissioner. The increase in population resulting in considerable addition to the volume of material to be sorted, together with the cost of transport and difficulties of accommodation, called for a change in the arrangement regarding the location of the Tabulation Office. Hitherto temporary sheds had offered the easiest solution. The construction of sheds proved a heavy charge on the Census budget particularly in consideration of the shortness of the period for which the building could be used. Cheap sheds, made of bamboo *thatties*, etc., and necessarily unsafe, would have proved only fruitful sources of worry and anxiety to the authorities as the consequences of a not unlikely theft or fire would be almost unimaginable. Moreover vacant buildings of the suitable size and convenience to accommodate a Census Tabulation staff were also not generally available, so that the difficulties met with in securing such a building this time and retaining it till the close of the tabulation work, were considerable.

The Barracks Buildings occupied by the University Labour Corps and the Students' Hall were found to be the most satisfactory building in the City for this purpose, and these were kindly placed at my disposal for the duration of the midsummer vacation. The great distance between the Tabulation Office housed here and the Census Office located in Kowdiyar Square proved a source of great inconvenience. The need for constant supervision called for frequent visits from the main to the Tabulation Office. This extra duty ceased after both Offices were shifted to a third building. An attempt was made to complete the sorting work before this shift and though all possible pressure was brought to bear on the staff, which worked overtime for the major portion of the period, sorting work could be completed only by the middle of July, *i. e.*, within a span of four months. When the building could not be retained any longer, the tabulation work had to be taken over to the "Malaya Cottage", a rented building at Poojapura.

The main Census Office also had in the meantime been shifted from the Kowdiyar Square to the "Malaya Cottage", where both Offices continued to function together till the middle of October when they were again shifted to a block in the New Public Office buildings. These frequent office shifts from one distant part of the City to another caused some amount of dislocation of work and loss of time, which had to be made up for by overtime work and a slight extension of the term of the Compilation Office.

Provision of furniture for a temporary office of the kind has always proved a problem, of which the cost factor has weighed too much to permit enough by way of convenient furnishing. Usually the articles of furniture which were improvised to suit Census requirements had to be disposed of at scrap value after three or four months' use and this meant too much of a drain on the Census funds. It used to be the practice therefore to provide the bare minimum of furniture in the shape of dealwood boxes made of cheap mango wood to keep the slips in a sort of improvised pigeon-holes to facilitate sorting. The staff attended to the work squatting on the ground on palmyra-leaf mats, giving the whole show a semblance of a cobbler's shop or of pedlars spreading their wares on the floor during church or temple festivals.

Furniture for the Tabulation Office.

Side by side with my endeavours to house the Tabulation staff in more congenial surroundings, the possibility of giving them better furniture to facilitate the work was also explored and with the co-operation of the Superintendent of the P. W. D. Workshops, a piece of furniture combining within itself a box, a desk, a table and a pigeon-hole shelf was devised. Each such 'sorting table' had 64 pigeon-holes and eight shelves thus providing facility for four sorters to use one table. The shutters of the shelves which took the place of the old box were made to serve the purpose of a table by being supported on hooks. The Office was furnished with 61 such tables, each costing Rs. 18 ; and the cost of the Tabulation furniture at the present Census, *i e.*, Rs. 4-8-0 per sorter, compared favourably with that of the previous one. Appendix XIII gives a sketch of the sorting table. The scheme was conducive as much to efficiency as economy, since the better work that could be exacted from the staff accommodated more conveniently, was a distinct advantage. The only extra-cost involved was for the supply of chairs to all the sorters who could thereby work better. This expenditure, however, was saved by obtaining from the several educational institutions in the City, on loan, the required number of chairs, stools, etc. These articles were returned immediately after use. I recommended to Government that the special sorting tables be taken to the general P. W. D. stock to be subsequently issued from time to time to the various other Departments attending to statistical or sorting work. As the articles were manufactured out of better wood (jack wood or anjili) they can be expected to last till at least the next Census period, if properly kept, as they should be, and it may be possible, in that case, to utilise the same for tabulation purposes at the next Census also.

No other single, composite office requires perhaps such a large staff as the Census Office and the problem of securing the best material to meet its varied requirements is rendered difficult by the limits imposed by rigorous budgetary restrictions. A staff consisting of 250 Sorters, 30 Supervisors, 10 Compilers, 3 Record-Keepers, 1 Accountant, 1 Junior Record-Keeper, 3 Divisonal Superintendents, 1 Chief Superintendent and a Manager, was sanctioned for sorting work. The Sorters, Supervisors and Compilers were recruited, after due notification, in consultation with the Public Service Commissioner. By advertisement in all important local dailies, qualified candidates were called upon to apply. Out of the 6,341 who applied, 1,451 sat for an examination held in this connection and 629 were interviewed, jointly by the Public Service Commissioner and myself, out of whom 290 were eventually selected, according to the principle of strict communal representation. In the final selection of Supervisors, Compilers and Sorters the claims of candidates of both sexes were given due consideration. Appendix XIV shows the details regarding the Tabulation staff that was employed. The working

Staff for Tabulation.

hours for the Tabulation Office were fixed between 7 A. M. and 1 P. M. From experience it was found that a distinct improvement could be effected in the quality and quantity of work turned out, if the working hours were fixed in the fore-noon, especially since more than half of the Tabulation work had to be done during the summer months.

The staff thus selected was ready for work when the consignment of parcels from the various centres began to arrive. The Supervisors directly took charge of the pads from the Clerks who brought them, checking up the number of pads of each size in each Block with the entries in the Enumerators' abstracts, under the supervision of the Chief Superintendent assisted by the Divisional Superintendents. In the organisation of the staff for sorting, the technical direction of the work was entrusted to the Manager and Statistical Superintendent and the control of staff to the Chief Superintendent. A general scrutiny was made to see whether all the cards in each pad (serially numbered at the time of taking the provisional totals) were in tact. The Record-Keepers took charge of the block-lists. The thorough checking effected at this stage left no loophole for even a single card to be lost or spoiled after the final Census. Before tearing off the slips from the pads for actual sorting, the provisional totals entered in the Enumerators' abstracts were finally verified. The drawback of subjecting the appointment of a staff for specialised work, that has to be completed in a limited time, to the principle of communal representation was nowhere more apparent than in the results revealed by the work of the sorting staff. It was found that the work turned out by several, who owed their selection rather to their communal claims than to the marks they secured at the examination, suffered both in quality and quantity and consequently involved very heavy strain on the supervisory staff, who had to be detained for superintending the overtime duty found necessary for such inefficient hands, who failed to finish their daily quota of work in time or bungled with their calculations. There was not a single day in the Tabulation Office when the Chief Superintendent or one or other of the rest of the supervisory staff could possibly leave office before 6 P. M. after having been at work there from 7 in the morning. The final total of population 6,070,018 was found to be less than the provisional totals by 772.

Scrutiny of packets.

The Pakuthy for the taluk and the Ward for the Municipal town were to be the units for sorting. The problem of distributing the work among the Sorters was rather a difficult one, since the size of the pakuthies was not uniform. A Sorter was given on an average the slips of two pakuthies, numbering from 25 to 30 thousand and a Supervisor was put in to superintend all the sorting operations pertaining to one taluk. Three Divisional Superintendents were appointed, one for each Revenue Division. The Supervisors of each Revenue Division were placed under the immediate control of the Divisional Superintendents, the latter being responsible to the Chief Superintendent. Appendix XIV shows the taluks and towns allotted to the various Supervisors and Divisional Superintendents. Sorters and Supervisors were provided with badges for identification, the numbers being so arranged as to tally with the respective ones of the seats assigned. Police guard also was provided, three constables being put on duty day and night.

Sorting.

Before the commencement of actual sorting, the marking of sample slips (1/50 sample) in accordance with the instructions of the Census Commissioner for India was commenced. Each taluk was taken as a single unit, and beginning with the first slip of the first block, every 50th slip was marked off with a bold cross (separate for males and females) at the

back, serially for a whole taluk and the municipal town situated in the taluk. The final totals were verified once more before the pads were broken up for sorting. It was decided to sort the figures for this State by main religions for both males and females in each block. Appendix XV furnishes a sample of the block-register. It was only after the completion of the sorting of the figures according to the block-register, that the final total of the population by kara, pakuthy and taluk could be worked out. The next step was to assemble the slips of all the blocks in a pakuthy (separately by community) so that for all further tables the pakuthy was considered the unit in sorting. (*Vide* Appendix XVI).

Though in British India the tabulation of caste was dropped, in this State, according to Government order, sorting was done for Hindu castes and Christian sects at this stage, before Table XIII (Communities) was taken up. All castes whose numerical strength exceeded 3,000 in 1931 (excepting Tribes which were sorted irrespective of their numbers) and all Christian denominations of whatever numerical strength were sorted. The fact, that the sorting of Hindus was by castes and of Christians by sects, made the extraction of figures for tables XIII and XIV easy. An approved list of Scheduled Castes and Tribes was furnished by Government. The major communities were denominated into the following communal groups for Imperial Table XIII.

A. Hindus :	1 Scheduled Castes
	2 Others
B. Christians :	1 Indian Christians
	2 Anglo-Indians
	3 Others
C. Muslims	
D. Tribes :	1 Hindus
	2 Christians

E. Jews, Jains, Parsees, Sikhs, Buddhists and Unspecified.

The figures for males and females of each of these communities had to be separately extracted for all the Imperial Tables. (*Vide* Appendix XVII). The Sorter's tickets for each of the Imperial Tables had been printed and stocked early enough. In addition to the Imperial Tables, sorting was also done for the State Tables and for those connected with the special enquiries conducted along with the Census. In the sorting for Fertility Tables it was proposed to take only the taluk as the unit so that at this stage the Tabulation staff had to be reorganised on a different basis. The sorting of sample slips for Tables VI, VII and XIII was also finished at this stage. The sorting staff was then disbanded. Appendix XVIII specifies the period taken for the sorting of each Table and the average out-turn of work of each Sorter.

Compilation.

The figures for the various communites in each Taluk and town, as recorded in the Sorters' tickets, were entered in systematic order in the compilation sheets and registers, which had been printed and stocked sufficiently early. As soon as the block registers were ready, the figures for the compilation of Tables I to V, XIII and XIV were available and a Compilation Section was opened to work along with the Sorting Section. The three Record-Keepers were put in charge of compilation for the three Administrative Divisions. A few of the Supervisors and Sorters were now available for compilation work and for extraction of figures regarding housing statistics. But their number varied from day to day since a few had to be diverted to take the place of absentees

in the permanent Sorting staff. The Manager and Statistical Superintendent directly supervised the compilation work also. The compilation work could be done only during the regular office hours, *i. e.*, between 11 A. M. and 5 P. M., as the Office was housed in a building in the outskirts of the City where the staff found it difficult to arrive at 7 A. M., and also because as there were no convenient hotels near by, for refreshments in the interval between 10-30 and 11 A. M. The compilation of the Imperial Tables I to V and XIII and XIV was completed on the 15th June, 1941 and these were duly despatched to the Census Commissioner for India for approval.

Compilation work in this State was complicated by the fact that totals had to be struck not merely for the Administrative Divisions but for the Natural Divisions as well, each of the latter covering parts of all the former.

To facilitate quickness and correctness in calculation and checking, the office was provided with two calculating machines, one (Remington Rand) for addition and subtraction, and the other (Marchant) for all processes of calculation. In 1931 the Census Office had borrowed for its use a Comptometer from the P. W. D. but it was helpful only in addition work. At the present Census the Tables alone have more than doubled in number because of the Economic Survey and the Enquiry into the Fragmentation of Holdings. The compilation of all these and the necessary Marginal Tables, within the period prescribed, would have been impossible without the aid of the machines which also rendered possible a final checking of all the figures with speed and accuracy.

The extraction of information for the Village Register was entrusted to a separate section of the Compilation Staff, while that of figures pertaining to each taluk, to be extracted from the Imperial Tables, was entrusted to the members of the regular Office staff, who finished the work by the middle of August, 1941. During this period the distribution of work of the regular Office staff was as follows. The Chief Compiler and one of the Divisional Compilers were in charge of the preparation of the Imperial Tables and after the latter was relieved, the former continued the work along with the Statistical Superintendent. One Clerk was put in charge of the Economic Survey and Enquiry into the Fragmentation of Holdings and another in charge of the Fertility and Vital Statistics Enquiry. The preparation of the marginal and subsidiary tables on the Imperial Tables and of the State Tables was entrusted to a staff of three clerks put under a senior clerk who had worked on the 1931 Census staff. Both the Stenographer and the Typist in the Office were also Machinists, and both machines had to be used for calculating and for checking. (*Vide* Appendix XIX).

Each Table had to be prepared and scrutinised by the Statistical Superintendent and submitted to me before being sent to the Press. Permission to get it printed was given only after its accuracy was vouched for. Any suggestion I had to offer was adopted only after a thorough discussion thereon with the compiling staff. In every case the strike-off order after proof-correction was given only with my approval. In this way the need for correctness was brought home to the minds of the compilers and their responsibility for the same insisted on at every stage.

The printing of such of the Tables as were prepared early enough, was held up for a time owing to delay in obtaining the necessary sanction for stocking the requisite stationery, without which the number of copies to be printed could not have been determined. This

subjected the Government Press staff to very severe strain as they had to rush through the printing of over 1,500 pages of Tables alone with less of respite than would have been possible if the work had been spread out over a longer period without the twelve months' delay that occurred. The proof correction of the Tables by the Office staff, to keep pace with the Press, involved extra and overtime work almost every week. Poring over figures, printed in diminutive types, for nearly eight hours each day proved a heavy physical and mental strain.

Appendix XX shows the strength of the Compilation staff at each stage and the dates of commencement and completion of each Table. The list of the Imperial and State Tables and of the subsidiary Tables, for which taluk figures have been extracted, are given as Appendix XXI.

CHAPTER VI.

REPORT.

In preparing and presenting the results of the census operations and deducing the inferences from the data collected, a new departure was struck this time from the tradition set by conventional methods of census reporting through the voluminous and compartmental reports of the past decades. The Report for 1931 had been prepared in conformity with the instructions issued by Dr. J. H Hutton, Census Commissioner for India, which were at once detailed and comprehensive, running into nearly 90 pages of closely printed matter and covering every point in each of the Twelve Chapters into which the Report was divided and the three Appendices, besides the maps and diagrams to be included. A separate marginal heading was given for each paragraph and the chapters were set as follows :—

Departure from Convention.

Chapter I—Distribution and movement of population.
" II—The population of towns and villages.
" III—Birthplace and Migration.
" IV—Age.
" V—Sex.
" VI—Civil Condition.
" VII—Infirmities.
" VIII—Occupation.
" IX—Literacy.
" X—Language.
" XI—Religion.
" XII—Race, caste, etc.
Appendix A—Primitive Tribes.
B—Depressed and Backward classes.
C—Declining Industries.

Within the water-tight compartment of each of these Chapters, every topic had to be discussed at length and in isolation, and cramped by the elaborate steel-frame of the prescribed format, there was not much scope for individuality, initiative and latitude of exposition. This line of procedure was given up and the Synoptic Essay adopted in lieu thereof, for the Report on the present Census.

The following excerpts from the few circulars on census reporting issued by Mr. M. W. W. M. Yeatts, the Census Commissioner for India will serve best to explain the new feature which is entirely the product of a single mind, and as the instructions issued are characteristically original, definite and comprehensive, they are best stated in his own words:—

Instructions from the Census Commissioner for India.

"We have got beyond the time when the Census Report was accepted as a kind of omnibus in which every kind of passenger has to travel, largely because there was no other vehicle. I want Superintendents to concentrate on something that cannot be obtained anywhere else, *i.e.*, a really good *synoptic survey*. Their interpretation of the word "synoptic" must, to a large measure, remain within themselves. but the adjective itself does sum up I think what is in mind. A synoptic view is a totally different thing from a symposium or a mere collection of information on a variety of topics; it means that the view is single and individual, but at the same time comprehensive—the essay being definitely a personal product. Information coming from the Tables will furnish the bulk of the material no doubt but any other source of information, reflection or experience can be brought in".

"An essay is apt to suffer greatly in quality and readability if it attempts to adhere to a prescribed skeleton and for this reason I did not give a series of heads to couch my assistance in a form least likely to sound like a catalogue or cramp your style. Let your scheme soak into your mind and then start off and let the actual writing be unaffected by specific adherence to details. The Essay should have a definite form and be a single, coherent whole from the first word to the last, whatever its range or reference. The best essays often come when one has thought out the concluding sentence before beginning to write".

"There is a space for lighter comment, if this can serve the common purpose. Avoid the obvious and the platitudinous. Try to detect the rate and direction of the change rather than be content with a bald photographic record of one moment."

"Running headlines are useful. This time you will not have the old Chapters to refer to and I suggest that you put on the left-hand page the main general subject and on the right-hand page the particular topic being discussed. It is a convenience for paragraphs to be numbered throughout the essay. There is no need to have side-headings for each paragraph. Headings must tend inevitably to break up the reading and this is what we want to avoid in the essay. There is a certain subjective and stylistic element behind this warning; for, any writer, when he has put a paragraph heading, will tend unconsciously to start afresh and thereby to produce a jumpy effect which is precisely what every good essay should avoid".

"Broadly the essay might be put under *three very general heads, viz., General, Occupational and Cultural.*,"

"*General*—as its name implies covers a wide field, but what actually goes into the field in your essay should be the result of your own reflection, on what is important, apposite and interesting, *e. g.*, the actual population question, its growth with any marked differences and the reasons for them; community distribution enters here, introduce the vital statistics aspect, comment on their quality, how they are taken and the possibilities for improvement; population includes such matters as density, urban-rural ratio, tendency towards urbanisation, if any, and connected points."

"*Occupational.*—This needs little further comment. How do the people live? Have they more than one string to their bow? Is there any seasonal distribution either of the first or subsequent strings? Is there any particular sex-phenomenon on the occupation side? Is the partial dependant a notable feature? Are such activities connected with any particular group or region? etc."

"*Cultural.*—Under this, bring your discussion of literacy, mother-tongue, subsidiary language, caste or other features, community differences, features of family life and so on. Much here will depend on outside sources of knowledge or information, *e. g.*, on such points as addiction to music, arts of various kinds, what the people read and so on. I offer these merely as examples or aspects which a Superintendent might wish to bring in". The Census Commissioner for India stated at the very outset that these instructions were to be considered only as useful suggestions which should not restrict the freedom or initiative of the author, for in an essay, if the author is eliminated, it will be a dull and insipid product."

Difficulty of preparing the Report.

The attention of Government was invited to the fact that the Superintendents of Census operations in the Provinces of British India did not propose to go to the Report stage, since war conditions made it impossible to proceed beyond the compilation and publication of a limited number of Tables and the Government of India therefore decided to restrict the tabulation. Government however ordered me (as per G. O. D. Dis. No. 669/41|Genl., dated 27th March, 1941) to proceed to the Report stage as in 1931. To make the Report a Synoptic Essay in conformity with the instructions of the Census Commissioner for India and at the same time detailed and full, in pursuance of the above order of Government, was a task of no small difficulty. He has, in a recent letter to me, emphasised the desirability of the nice balance which should be maintained between direction and freedom. He says, "Everything in this world is achieved by thought plus considered and persistent application and the point is to give the thought and the application their opening. For this, some direction is needed and some freedom, and the problem of a Census Commissioner, or any one else in that position, is to arrive at the correct proportion of these two". I therefore set about presenting a synthetic view of the decade history of the State, interweaving into the texture all the details relating to the varied aspects of national life, as far as possible, so as to illustrate "the concept of the Census not as a production of dull routineers but the outcome of an active intelligence directed towards the work, wealth and happiness of this particular region". This process ostensibly involved frequent and thoughtful revision of the manuscripts at every stage, followed up by a careful scrutiny and thorough overhauling after the draft was finished.

Main features of the Report.

The Census Report for 1941 is presented in four parts, of which the present volume forms the last. The first consists of the Report proper, the body of which comprises 555 paragraphs of a single Synoptic Essay divided into four sections, *viz.*, Introductory, General, Occupational and Cultural. The scope and inclusiveness of the Report involved selection or rejection of aspects according to instructions from the Census Commissioner for India. Such matters as caste, race and religion have been given less prominence than 'Community' because of the need for eschewing centrifugal tendencies in national life, the recording of which will serve only to perpetuate if not aggravate them. The only emphasis therefore laid on caste-study has been a running review of the new trends and tendencies discernible among the

various castes in the last decade. It is on this account that castes and sects numbering less than 3,000 have not been separately shown in the Tables. Occupation by caste could therefore find no place in the present scheme. Further, the accuracy and uniformity of the Means of Livelihood Table have therefore only been enhanced by not mixing up economic activity with caste or creed. The Report on the Economic Survey, with its numerous Tables, is being published as a separate volume instead of merely as an Appendix as in 1931. All the other aspects of the census study have been scientifically treated, not in separate chapters with paragraph headings, but correlated and integrated into a synthetic essay, in the main scheme of which each topic is given a definite and relevant place in its proper setting. To provide a conspectus of the whole Report and to facilitate reference to individual topics, as well as to comb out particular facts, a copious Table of Contents setting forth the topic of each paragraph in serial order, with the interconnection of each clearly shown, and a detailed Index, are provided. It is hoped that the glossary will serve to elucidate the meaning of unfamiliar Malayalam or other Indian terms and the "*corrigenda*" cover instances of oversight in proof-correction. Such topics of technical interest as Fertility Enquiry, Vital Statistics Enquiry, Random Samples and Smoothing, have been dealt with as Appendices. The illustrative material included in the Report was devised and executed with great care, more attention being paid to their quality and value than to their number. Eight maps have been appended to the Report as against 25 in 1931. This involved greater economy in expenditure besides illustrating the principle of correlation, whereby several interrelated geographical, economic or other factors could be read or interpreted from the same map. Twenty-nine diagrams have also been provided, of which the corridor-graph, setting forth the progress of literacy and education in the State since 1800, is given chronological, classified and graphic representation. Part II of the Report, containing the 16 Imperial and 49 Subsidiary Tables is published in the same volume as Part I to effect a saving in expenditure and to facilitate ready reference and comparison. Part III, consisting of the 9 State Tables, forms Volume II of the Report.

Preparation and Publication.

During the six months that followed the date of the final Census, I was on tour in connection with the inspection of field-work regarding the Economic Survey and of the operations connected with the Enquiry into the Fragmentation of Holdings. I was looking forward to meeting the Census Commissioner for India who proposed to visit this State in August, 1941, but the cancellation of his tour programme deprived me of the advantage of a personal discussion with him, which would have stood me in good stead, particularly because the Census Conference in Delhi in February, 1940, had come off prior to my appointment as Census Commissioner. I started the necessary reading for drafting the Report by about the second week of September 1941 and began to draft the Cultural section first as the statistical data bearing on the same were ready by then. I had occasion to meet the Census Commissioner for India at Delhi in the 2nd week of February last, when my working drafts on the Introductory and Cultural sections were shown to him and made the subject of a full discussion with him in the course of which he offered me several suggestions. I left with him a copy of the drafts which he was kind enough to go through after which he sent me his valuable remarks and helpful suggestions on the same. I was able to draft the other sections of the Report with greater confidence as I could, through his suggestions, see eye to eye with him his concept of a synthetic, synoptic essay. After my return I took up the General section of the Report, which

kept me busy for the next few months. The Occupational section had to be drafted last, pending the preparation of the Means of Livelihood Table (Imperial Table VIII) and the seven Subsidiary Tables based on it. The last three months (July, August and September) proved the most strenuous for me when the drafts had to be thoroughly revised, given proper shape and unity and got ready for the press. The publication of the Report had to be expedited owing to the demand made for copies of the same by the Resident for Madras States to be forwarded to the Advance Headquarters, Southern Army, Bangalore. My Office had to work at very high pressure at this stage, busy even on Sundays, foregoing all holidays and working over time almost every day. The prospect of a drastic retrenchment of the staff after September further intensified the pressure of work. From the middle of July onwards, therefore, the Report had to be sent section by section to the press. Appendix XXII gives the dates of printing of the Report in successive stages. A machine-proof copy of each section, immediately it was received from the press, was forwarded to the Census Commissioner for India, as per his instructions, for prior comment and approval. It was very kind of him to have read through the copies and sent his remarks by wire in the shortest time possible.

The suggestions he offered telegraphically, in regard to a few points of detail or verbal alteration in certain specified paragraphs, bespoke the minuteness of his scrutiny and were duly given effect to. Besides pointing out the relevancy or advisability of these, he was pleased to characterise one section of the Report as "Excellent", and another as "Full and thorough treatment". About the maps he has been kind enough to remark in a letter, "I noticed the excellence of these maps and congratulate you on your success in this direction".

Parts I and II (in Volume I) and Part III (Vol. II) of the Report were bound and got ready by the 10th October and copies of the same submitted forthwith to His Highness the Maharaja and to Government and forwarded to the Census Commissioner for India. The instructions from the Census Commissioner for India regarding the get-up of the Volumes, dimensions, quality of paper, size of types, double-column printing, binding, colour of calico, design of spine, etc., were scrupulously observed by the Press authorities, without whose hearty co-operation at every stage, in the shape of special work at an equally high pressure, particularly in the last three months, the early and satisfactory completion of the work of publication would never have been possible (*vide* Appendix XXII). The number of copies to be printed of Parts I and II was 750, of Part III 250, and of the present Volume 200.

The preparation of the present Volume was undertaken along with that on Economic Survey during the one month following the publication of the preceding parts. The requisite material for the same had been collected from time to time in the shape of notes or minutes or lists or forms during each successive stage of the census operations. As early as the 1st October, drastic reduction had been effected in the Office staff, so that the work of preparing and seeing through the press the three Reports yet left over, *viz.* those on the Census Administration, Economic Survey and Fragmentation of Holdings had to be carried out with the few hands that survived the Office retrenchment. The draft Report for the present volume was ready and its appendices fully prepared by about the 10th November when they were sent to the Press.

In view of the facts that Parts I and II of the Census Report for 1931 were published only in January, 1933, and Part III a few months later and the Census Administration Report followed as a sort of posthumous publication after the Census Office itself was closed down in April, 1933, that no special Reports had then to be published separately on each of the

special enquiries with the several Tables bearing on them running up to over 1,000 pages on the whole, as is being done this time, and that a heavier expenditure was incurred last time with less reduction in staff than at the present Census, the strain experienced on the present occasion in turning out more work in shorter time with less money and fewer hands, and under accelerated pressure by having to publish the first three parts of Report as early as the 10th October and the fourth, six weeks later, is worthy of recording, as an achievement in team-work where tact and perseverance, resourcefulness and forbearance are called for in abundant measure from one and all alike. Ordinarily, the present Census Office should be expected to have at least as long a lease of life as the corresponding one, which its predecessor was fortunate enough to enjoy (till April, 1933), if not greater facilities and longer duration as warranted by the increase in population, not to mention the two additional Reports which, in volume and importance do not rank below the Population Census itself. As it is, the budgeted term of the Office is to terminate by the end of December, within which time, the two special Reports left over also have to be published. Such an important and responsible work as the decennial census, along with the special Surveys undertaken, deserves more time to enable more thought to be bestowed upon it as the nature and importance of the subjects dealt with justly demand and not to be rushed through as in the draft of a mere Administration Report.

CHAPTER VII

CENSUS EXPENDITURE

Details	1115 M. E.			1116 M. E.			1117 M. E.			1118 M. E. Estimated			Total		
	Rs	ch	c	Rs	ch	c	Rs	ch	c	Rs	ch	c	Rs	ch	c
MAIN OFFICE															
Salary of the Commissioner	2,474	8	8	8,400	0	0	8,400	0	0	3,850	0	0	23,124	8	8
Leave Allowance of the Commissioner	..	..	..	*3,978	25	12	..	..	..	..	..	..	3,978	25	12
Salary of the Personal Assistant	567	20	12	2,400	0	0	2,232	22	12	825	0	0	6,025	15	8
Conveyance allowance to Personal Assistant	..	..	..	87	9	5	..	..	..	..	..	..	87	9	5
Office Establishment	1,564	19	12	6,251	19	1	6,911	10	9	1,836	0	0	16,563	21	6
Travelling allowance of Officers	980	9	6	3,994	19	12	1,409	4	1	125	0	0	6,509	5	3
Travelling allowance of Establishment	258	15	14	868	8	14	140	16	15	25	0	0	1,256	13	11
CONTINGENCIES															
Purchase of furniture for Tabulation Office	..	..	..	1,130	0	0	..	..	..	..	..	..	1,130	0	0
Purchase and repair of furniture	12	25	10	1,362	11	12	183	2	13	..	..	..	1,558	12	3
Purchase of books and periodicals	85	15	14	371	17	6	148	2	12	..	..	..	605	8	0
Anchal Charges	248	1	0	784	4	0	50	0	0	..	..	..	1,082	5	0
Postal Charges**	..	..	..	14	2	9	..	..	..	..	..	..	14	2	9
Tour Charges	..	..	..	209	20	14	18	9	0	..	..	..	228	1	14
Telegrams**	..	..	..	22	11	1	..	..	..	..	..	..	22	11	1
Rents	300	0	0	245	14	8	445	8	12	..	..	..	990	23	4
Advertisement charges	..	..	..	141	6	6	..	..	..	..	..	..	141	6	6
Packing of enumeration pads	..	..	..	244	25	13	..	..	..	..	..	..	244	25	13
Transport and retransport of enumeration pads	..	..	..	1,248	2	2	..	..	..	..	..	..	1,248	2	2
Special badges for the Tabulation Office	..	..	..	28	17	9	..	..	..	..	..	..	28	17	9
Office expenses and miscellaneous	320	9	8	415	0	1	235	14	13	738	0	0	1,708	24	6
Purchase of tar	..	..	..	245	24	9	..	..	..	..	..	..	245	24	9
Telephone charges	..	..	..	587	22	12	149	26	4	..	..	..	737	21	0
Electric current and maintenance of electric installation	..	..	..	240	0	0	188	18	1	..	..	..	428	18	1
Pay of menials	..	..	..	226	3	3	162	14	0	..	..	..	388	17	3
Maps and diagrams	..	..	..	..	..	..	..	..	..	1,685	0	0	1,685	0	0
Contingencies of Charge Superintendents	..	..	..	185	5	3	..	..	..	..	..	..	185	5	3

Details	1115 M. E. Rs	ch	c	1116 M. E. Rs	ch	c	1117 M. E. Rs	ch	c	1118 M. E. Estimated Rs	ch	c	Total Rs	ch	c
ENUMERATION															
No. Amount Remuneration to Enumerators 4,630 22,956-4-10 and Supervisors 949 6,594-9-6 Canoe allowance 318-0-0	..	..	..	29,868	14	0	..	..	..	..	..	..	29,868	14	0
Allowance to Taluk Office Clerks	..	..	..	640	0	0	..	..	..	..	..	..	640	0	0
TABULATION															
Manager—1, Chief Superintendent—1, Divisional Superintendents—3, Accountant—1, Record-Keepers—3, Junior Record-Keeper—1, Supervisors—30, Compilers—10, Sorters—250 Attender—1, Peons—19, Bonus to Sorters, Rs. 210	..	..	..	20,563	14	12	..	..	..	..	..	..	20,563	14	12
COMPILATION															
Head Compiler—1, Divisional Compilers—3, Compilers—30, Record-Keepers—3 Accountant—1, Peons—4	..	..	..	4,574	11	6	..	..	..	..	..	..	4,574	11	6
SUBSIDIARY ENQUIRIES															
Establishment pay	..	..	..	2,122	6	7	3,564	3	14	..	..	.	5,686	10	5
Travelling allowance	..	..	..	64	0	4	..	..	..	..	..	..	64	0	4
Contingencies	..	..	..	76	1	2	..	.	..	..	..	..	76	4	2
Allowance to Dr. U. Sivaraman Nair	..	..	..	500	0	0	..	..	..	..	..	..	500	0	0
Allowance to Investigators (including Bonus Rs. 395)	..	..	..	5,998	16	10	..	..	..	..	..	..	5,998	16	10
Allowance to Assistant Charge Superintendents	..	..	..	1,305	0	0	..	..	..	..	..	..	1,305	0	0
Clerical allowance to Assistant Charge Superintendents	..	..	..	280	0	0	..	..	..	..	..	..	280	0	0
Grand total	**6,812**	**14**	**4**	**95,201**	**20**	**11**	**28,777**	**26**	**0**	**9,084**	**0**	**0**	**139,878**	**4**	**15**

NOTE: (1) *In the reckoning of census expenditure, this item, which represents the leave allowance paid to my predecessor, has to be excluded.

(2) * In 1115, 1117 and 1118 Postal and Telegram charges were included under Office expenses.

(3) The expenses incurred in connection with the subsidiary enquiries such as the Economic Survey and the Enquiry into the Fragmentation of Holdings had necessarily to be included in the Census expenditure. My services were practically utilised in full for six

months after the population Census was over, for the inspection of the field-work connected with them. The Census Commissioner's pay cannot be finely adjusted between what is done for population Census work and for work relating to these Enquiries. The Office staff had also to be put on to both items of work. The clerk, specially engaged for work pertaining to these Enquiries, was doing other office work also. The Typists and Machinists likewise attended to these items. About these Enquiries, separate accounts are available only for the Field and Compilation staffs and not for the Office or Supervisory staff.

(4) In calculating Census expenditure, no account has been taken of the proceeds from the sale of the dealwood boxes, used pads and other paper and also of the diversion of the cardboards of used pads into the Stationery Department where they were stocked for other uses. The sixty sorting tables in the Office were sent after use to the P. W. D. Workshop wherefrom it could be diverted to other offices requiring them. Similarly the numerous articles of substantial furniture of excellent material now in use in the Office have also to be taken into account. On a modest estimate, these items alone would be worth at least Rs. 1,000, if sold at their present value. If these potential items of income are set off against Census expenditure, the per mille cost of the Census would be lowered still.

(5) In remunerating Enumerators and Supervisors, no payment was made to those in estates and special institutions like jails, asylums, etc., because these 'field-workers' had not to go to houses in areas outside their jurisdictions involving long distance nor to enumerate more than 75 houses on the average nor conduct the preliminary and final enumerations separately. In the last Census also no remuneration had been paid in such cases. Nor was any budgetary provision made for the purpose this time. It may be remembered that in instances like these, it is a spirit of co-operation rather than the prospect of remuneration that should determine the quality of the work. It is hoped that each such institution will make use of the Census, as an occasion for the careful preparation and systematic maintenance of a register recording for ready reference at any time, current details regarding each wage-earner, dependant, subordinate, etc.

(6) The Census of 1931 had cost Government Rs. 50,341 more than the 1921 Census, excluding, in both cases, the cost of printing. Calculated on the same basis, the total cost of the 1941 Census is less than that of the 1931 Census by Rs. 3,779. The cost per mille therefore works out to Rs. 22-6-0 in 1941 as against Rs. 27-7-0 in 1931. This however, is exclusive of the Rs. 1,000 of income specified in (4) above.

CHAPTER VIII.

THE SPECIAL FEATURES OF THE CENSUS OF 1941

1. The adoption of the method of non-simultaneous enumeration for the final Census and the employment of the same agency for both enumerations (preliminary and final), with the counting work spread out over a week with the 1st March as the reference point.

2. Enlargement of the size of the block so as to include two to three hundred houses; the formation of 'karas' themselves, as far as possible, into blocks and of 'Pakuthies' into Circles.

3. Abolition of Schedules and substitution of pads, each consisting of slips or cards (100 ; 40 ; 20 or 10) of separate colour for males (white) and for females (brown).

4. Saving of scriptory work as far as possible in card entries by making it possible to answer questions by ticks or crosses.

5. Introduction of questions on Unemployment in all and on Fertility in the brown enumeration cards so as to elicit specific details bearing thereon.

6. Expansion of the houselist so as to incorporate additional information on buildings in general and occupied ones in particular, the former being classified according to the uses to which they are put *e. g.*, dwelling houses, places of worship, schools, hospitals, etc., such details also being called for, as *e. g.*, number of rooms, structure of roof and of wall, etc.

7. Special identification marks for sample slips for future testing by the sampling method.

8. Appointment of Graduate teachers of English High Schools as Supervisors.

9. Special arrangements for recording Vital occurrences during the final enumeration week.

10. Payment of canoe-allowances to field-workers in water-logged areas.

11. Special appeals through circulars and bulletins by the Census Commissioner to the Public at large for hearty co-operation and to the Enumerators and Supervisors for successful collaboration.

12. Communication of the Provisional Totals to the Census Office by telephone.

13. Publication of a Brochure giving the provisional totals, as soon as ready, for general information.

14. Appointment of Sorters and Supervisors according to Public Service Recruitment Rules after prior notification thereon in all important local dailies.

15. Provision of numbered Sorting Tables with pigeon-holed shelves and boxes to keep enumeration cards and with adjustable tables attached, designed to provide accommodation for four Sorters at a time.

16. Provision of badges for Sorters, each with a number identical with that of the seat assigned for sorting work.

17. Bifurcation of the duties of the Manager of the Tabulation Office, into (i) Technical direction and (ii) control of staff and the appointment of a Chief Superintendent for the latter.

18. Adoption of the method of Sampling for some Tables along with the usual Tabulation, to test the accuracy achievable by this method.

19. Provision of Police guard in the Tabulation Office.

20. Substitution of calculating machines (Marchant and Remington Rand) for the less useful Comptometer used in 1931.

21. The Superintendent, Government Press, indenting for materials straight from the Superintendent, Stationery Department.

22. The replacement of the compartmental Census Report by the Synoptic Essay.

CHAPTER IX.

SUGGESTIONS FOR IMPROVEMENT IN CENSUS OPERATIONS

A. The Census Department.

1. The appointment of the Census Commissioner may be made two years ahead of the commencement of work, so as to enable him to equip himself sufficiently well for the task.

2. The person holding the office and his Assistant may be given special training under the Census Commissioner for India before starting work.

3. The Census Library may be formed well ahead and equipped with the necessary literature for use by the Census Commissioner and his Assistant.

4. The Census Office may be opened as early as the 1st April prior to the Census year.

5. In the organisation of the staff it is advantageous to engage persons with previous census experience. As far as possible persons employed in permanent service should be drafted for the work particularly for dealing with accounts and records.

6. It is advisable to open one Malayalam section of the clerical staff.

7. The Census Office should not be shifted from building to building during its period of functioning.

8. The passing of a permanent Census Act may be a desideratum. The Act may provide for the conduct not only of a population Census but subsidiary enquiries of economic or other significance. There should, however, be as much uniformity as possible with other Acts, if any, passed in British India or Indian States.

9. Alterations may be made in Section 14 (i) of Census Act XIX of 1115 in advance.

10. The Registration of Births and Deaths Act of 1096 may be altered to suit census requirements during the enumeration stage.

11. It is always better to make a budgetary allotment of a lump sum to be expended on the entire census work from start to finish, than to make a year-to-year provision with drastic reductions from time to time, the Census Commissioner being given sufficient latitude in the administration of these funds, thereby making it possible to plan a three-year programme well ahead, instead of being forced into making piecemeal adjustments consequent on drastic cuts in budget allotments. This will afford all the advantages of a planned economy in both effort and expense and will therefore ensure thoroughness and comprehensiveness for the entire work. In the Report stage, particularly, the Census Commissioner must be left, as far as possible, free from the administrative inconveniences involving readjustment of staff and rearrangement of work to suit the reductions in budgetary provision which, impair the efficiency of the work and impede the freedom and peace required to draft the Report.

12. Expenditure incurred by institutions like Municipalities, towards house-numbering, bonus-payment, etc., may be borne by them and considered as important a part of their public duties as other civic responsibilties they have to shoulder in their respective jurisdictions.

13. The Census Commissioner for Travancore may be made the Census Superintendent for the British possessions lying within the frontiers of the State.

14. All stationery, particularly paper, binding materials, etc., for publication of the Tables and the Report may be sanctioned beforehand and all local purchases in this connection, rendered necessary by inadequacy of the provisions made by the Government of India, may be made early enough, so that the printing may not be held up, nor publication delayed, on that account.

15. Soon after the formation of the Census Department, the Census Commissioner may see to :—

(i) the appointment of the *ex-officio* district census staff ;

(ii) the preparation of village registers and maps of circle boundaries ;

(iii) the preparation of block and circle registers ;

(iv) the formation of census committees of voluntary workers ;

(v) the distribution of census questionnaire on general social changes, marriage and divorce statistics, food survey, industrial and agricultural statistics, etc.,

(vi) the collection of ancillary information towards the preparation of the Report later on, *e. g.*,

(*a*) Decennial reports from Heads of Departments regarding the working of each and its contribution to the wealth and welfare of the State ;

(*b*) Monographs from specialists or experts or institutional representatives on special topics within their interest ;

(*c*) Register of births and deaths, cultivable and cultivated area, price data, rainfall, meteorological data, figures for areas of villages and sites of towns, emigrants to places outside India, educational statistics, publications in different languages, etc.

B. Field work Organisation.

16. It is advisable to appoint a few full-time Assistant Charge Superintendents during the process of preliminary and final enumeration, especially in the more populous taluks like Thiruvella, Neyyattinkara, Quilon, Changanachery, etc.

17. Instead of one of the Taluk Office clerks being made to do census duties additionally on a consolidated allowance varying from Rs. 15 to Rs. 30 for the whole work a full-time Census Clerk may be entertained in each Charge Headquarters from the very beginning and given a course of training in the Office of the Census Commissioner. He may be given T. A. and made to assist, when necessary, the Assistant Charge Superintendents during enumeration stage and afterwards usefully function as Superintendent or Supervisor in Tabulation work.

18. For all census operations in edavagais, a special staff may be appointed and the work centralised and the expenses may be charged on the edavagais themselves.

19. Instead of a comprehensive Census Code setting forth details which may have to be altered or further elucidated or may not provide for unforeseen difficulties, it is better to issue the Code in sections from time to time on the eve of each forthcoming operation, leaving details to be worked out after explanatory instructions by circulars, discussions, etc., by the Census Commissioner.

20. It is not necessary to call for consolidated manuscript lists of karas from each taluk. Loose sheets of printed kara lists for 1941 are preserved along with census records. These can be re-distributed for necessary alterations, if any, and retransmission.

21. Allocation of territorial units and distribution of work for house-listing in montane regions, especially the High Ranges, should be based, not on the number of houses, but on the physical exertion involved in the operation.

22. House-listing work should not synchronise with that of revenue collection. Or else the staff meant for the latter should be exempted from census work. It may begin in Chingom after the floods and torrents of Karkadagom and preparation of annual returns by the Revenue staff will be over.

23. House-listing should not be rushed through in a month and a half but must be given more time.

24. Small allowances may be paid to the Revenue staff during the houselisting work. The principle will make for better efficiency than the employment of additional hands.

25. It is feasible to have house-listing and house-numbering done together. The latter presupposes the preparation of the Circle and Charge registers, possible only after house-listing is over, but this can be recorded later on as was done in special areas and estates.

26. It is better to have permanent house-lists and permanent house-numbers. Insistence should be made on the systematic use of these for all official recording and for anchal and postal address, judicial and registration documents, etc.

27. During the intercensal period these house-lists can be left in the custody of the permanent field staff of the Revenue or Public Health Departments to be brought up-to-date from time to time. Special arrangements may be made to record additions or omissions regarding housing statistics or vital occurrences to make it up-to-date, accurate and always serviceable. By this means preliminary enumeration can be dispensed with.

28. The Block Register, for purposes of long preservation, should be of better paper and handier size.

29. In house-numbering, different numbers may be given to parts of the same building occupied by different families or used for different purposes.

30. Anchalmen may be employed with advantage for detecting cases of omission in house-numbering, a small remuneration being paid to them by way of inducement towards thoroughness in this work. The voluntary services of qualified people may likewise be solicited from the different karas for house-numbering purposes.

31. Supervisors and Enumerators may be appointed before the preparation of block-lists.

C. Enumeration.

32. Block-list preparation and house-numbering may be done with their co-operation wherever possible.

33. As far as possible, teachers with previous experience in census work should be preferred for enumeration and particularly for supervision.

34. An Enumerator should, as far as possible, be a resident in his own Block and a Supervisor a resident in his own Circle.

35. The number of Enumerators should be increased by each being put in charge, on an average, of not more than 150 houses so as to enumerate about 500 persons.

36. Even before house-numbering, Enumerators and Supervisors should be provided with all available statistical information regarding the number of houses etc., they have to deal with.

37. A sufficiently long interval should elapse between the issue of printed instructions and the conduct of training classes, which must be held after some practical enumeration work has been done by Enumerators.

38. A set of officers, say the paid Census Clerks of each Charge Superintendent, may be trained beforehand as interpreters to ensure uniformity in the interpretation of instructions. Last-minute instructions should be reduced to a minimum.

39. The clerks in the Charge Superintendent's office should not be made to deputise for the Charge Superintendents or Assistant Charge Superintendents. The Supervisors who are in the superior service should not be made to take orders from such clerks.

40. Literate householders of standing in the locality may be encouraged and allowed to enumerate the members of their respective households. The Enumerator's duties will then be merely confined to collecting the filled-up records. At the same time voluntary help from the public may be enlisted, as far as possible, by the formation of small Committees consisting of people of standing and influence among the different communities in each kara, to co-operate with the Census staff and ensure accuracy of returns, by educating the masses in the locality on the importance of the decennial census.

41. More funds may be allotted for pad distribution work.

42. The pads may be larger in size so as to provide more writing space and discourage scribbling. Every sub-question may be given one below the other, instead of horizontally, with sufficient space in between.

43. Pads may be numbered serially before being sent to the Charge Superintendents, or the latter should be allowed to number them, the required number being pre-ascertained correctly.

D. Sorting and Compilation.

44. The full time Census Clerks, if appointed in Charge headquarters for Census work, may be made Superintendents and Supervisors in the Tabulation Office as they would be familiar with the contents of the cards.

45. The Tabulation staff may be selected sufficiently well ahead of the arrival of the pads. The best thing will be for Sorters to be appointed and their duties assigned at least a week before the commencement of work.

46. The Sorters may be chosen from among the most efficient of the Enumerators and Supervisors, who can, in that case, conveniently do the work during the midsummer vacation without detriment to their professional duties. The four months' duration of the sorting work could be halved by doubling the strength of the staff without any increase in the expenditure incurred. It is only fair that the Government School teachers who have to do hard work as Enumerators and Supervisors for two months, receiving merely their out-of-pocket expenses, should be encouraged by being recruited for sorting work, which could be done by them more efficiently and expeditiously, as they can more easily decipher the cards which they themselves filled up. Above all, such appointments will obviate the difficulties attendant upon the recruitment of raw hands, on whose choice the Census Office staff has to waste a lot of precious time, by way of sorting their thousands of applications and the Commissioner himself on conducting examinations, valuing answers, holding interviews etc., and spending money for advertisements thereon, etc.

47. A guillotine machine may be made use of for the quick dismantling of pads.

48. Mechanical sorting is recommended if a suitable machine could be procured for the purpose.

49. The necessity and utility of census-taking may be taught in schools.

50. The institution of a permanent **Bureau of Statistics** is a desideratum. In the conduct of the future decennial censuses this will serve as an expert agency for the collection of the necessary data and may, with advantage, be switched on to the preparation of vital statistics, collecting from those who record vital occurrences in the taluks, all the cards and extracting the necessary figures themselves, thereby saving for the pakuthy staff the time and trouble involved in the work of sorting the cards. The permanent blocklists may also come under the scrutiny of the Bureau from time to time, to see that the necessary entries by way of additions and omissions are made to keep the lists up-to-date. To call for such up-to-date information from the Revenue staff in census period or in official exigencies will not only make those called upon suffer additional strain, but will impair the reliability of the results achieved by them. The preparation of no Census Report will be complete without reliance on a fund of extraneous information collected through agencies other than the Census to supplement the statistical data directly obtained. The decade reports prepared by other Departments and the details, etc., supplied by private institutions or individuals on urgent requisition in a hasty and patched up form could be more leisurely, systematically and exhaustively collected by the Bureau, the information carefully sifted and sorted and its accuracy minutely tested and scientifically presented, in a far more efficient way by its staff than by any other arrangement. To agricultural, commercial, industrial and a host of other agencies the Bureau could make itself highly useful as a Central Institute of Information which could be made available by the issue of quarterly bulletins, setting forth statistical and other details of current topical interest. All the existing facilities of the present Census Office such as calculating machines, sorting tables, a good library providing the latest literature on population, statistics and allied problems, etc., would come in handy for the purpose. If the work is spread out over long periods, the strain will be reduced and reliability of data assured. The necessary administrative guidance, if needed, could be given by the Census Commissioner even after he relinquishes office and technical direction by the Statistical Adviser, whose services to this Office may be continued with advantage, in view of his special qualification and high acadamic distinction in Statistics, combined with his varied experience in both the population Census and the Economic Survey. If therefore the necessary sanction is accorded, the Census Office could function as the Statistical Bureau almost immediately, its progressive development being left to time and expediency.

E. General.

CHAPTER X

CONCLUSION.

It is hoped that the details of census procedure set forth in the foregoing pages, showing the order and the manner in which the different operations were conducted at the successive stages and the constructive suggestions offered from practical experience, as well as the useful information stocked in the numerous Appendices will, along with the Census Code, enable any one interested or engaged in Census administration to acquire the requisite knowledge and secure the technical equipment in the '*modus operandi*' of the complicated census machinery, so that the results achieved may be conducive to maximum satisfaction derived from minimum effort.

I avail myself of this opportunity to express my deep gratitude to the Government of His Highness the Maharaja for the facilities allowed to me and my Department for the successful discharge of our duties.

I am sincerely grateful to the Pro-Vice-Chancellor, Travancore University, for the special facilities he so promptly and generously afforded by way of staff, equipment and accommodation during the various stages of the census operations.

My sincere thanks are due to the Land Revenue and Income-Tax Commissioner, who was also Registrar of Co-operative Societies, for his continuous and consistent help in making available the services of the subordinates of his Department for the various items of work connected with the census.

To the Director of Public Instruction I am particularly thankful for lending the services of nearly six thousand teachers from the various schools in the State and rendering it possible for them to complete the hard and strenuous work of enumeration without any hitch or hindrance.

My special thanks are due to the Inspector General of Police for his kindness in making the necessary police arrangements, with characteristic promptness, to ensure safety and security for the valuable Census documents.

I wish to express my sincere thanks to the Chief Engineer for the prompt and effective help rendered during the strenuous week of final enumeration.

The numbering of houses is perhaps the most important item in securing accuracy in the returns and but for the generous help offered by the Excise Commissioner, this work could not have been as full and thorough as it has actually proved to be on verification.

My warmest thanks are due to the officers of the Public Health Department in the various units for systematically and thoroughly carrying out their heavy work in connection with the very important Vital Statistics Enquiry conducted along with the population Census. I am also sincerely thankful to the Conservator of Forests, the Division Peishkars and the Principal Port Officer for their hearty co-operation in Census work and to the Superintendent of State Transport for the excellent arrangements made by his Department for the prompt and safe conveyance of the Census documents.

The scrupulous care with which the various Charge Superintendents played their part is evident from the success that attended their efforts and the comprehensive manner in which they were able to report to me on the results achieved, difficulties overcome and

suggestions that could be put forward from actual experience. I also am thankful to the officers in charge of special institutions for their kind co-operations in the enumeration of the people in their respective jurisdictions. I cannot be sufficiently thankful to the Enumerators and Supervisors, who had to bear the real brunt of all the field-work, for the patience, tact and zeal with which they performed their numerous as well as onerous duties, and fully justified the high expectation embodied in my special appeal to them on the eve of enumeration work.

I also thank the Superintendent and staff of the Government Press for their timely services rendered to my Department, despite special difficulties under which they were placed and above all, the members of my own Office staff for promptly meeting requirements at every stage notwithstanding very heavy and often overtime work.

To me it is a matter of very high gratification and patriotic pride, that the attitude evinced and the response made by the public at large, throughout the census operations, to the call that roused their civic responsibilities in this mammoth decennial enquiry, was really most encouraging, particularly in spite of war conditions which have hindered and dislocated census operations so much in different parts of the world. For me it is indeed a happy thought and a heartening hope that the citizens of this progressive State will always continue to look upon the Census rightly as a momentous stock-taking that correctly records the present and thereby helps to shape the future of the State, than as a merely momentary phenomenon appearing once in ten years on the horizon of national life, to be watched with curious interest like a rocket that makes a loud noise, blazing a long trail and attracting most attention at the last stage, when it bursts into bright colours, only to vanish into oblivion the very next moment.

APPENDIX I.

The Census office Staff.

Name of Post.	No. sanctioned.	Scale of pay.	Date of taking charge by the incumbent.
Temporary arrangement from 1-12-39 to 12-4-40.			
Census Commissioner	Part-time	Rs. 100	13-2-40.
Statistical Superintendent	1	,, 90	13-2-40.
Clerk	1	,, 40	Do.
Typist	Part-time	,, 10	1-12-39.
Peon	1	,, 9	13-2-40.
Main office staff from 13-4-40.			
Commissioner	1	,, 700	13-4-40.
*Personal Assistant	1	,, 200	17-4-40.
Statistical Superintendent and Head Clerk	1	,, 100	13-4-40. He was getting only Rs. 90 and pay was raised to Rs. 100 from 14-5-40.
Clerk	1	,, 70	13-4-40.
Clerk	1	,, 50	19-4-40.
Clerks	2	(2) ,, 25	17-4-40 and 20-4-40.
**Head Accountant	1	,, 75	14-6-40.
Stenographer †	1	,, 40	13-4-40.
Typist	1	,, 25	15-6 40.
Attender	1	,, 15	29 5 40.
Duffadar	1	,, 14	17-4-40.
Mochee	1	,, 11	19 6-40.
Peons	6	(6) ,, 9	
Additional from 1-8-40.			
Clerk	1	,, 40	6-8-40.
Clerk	1	,, 25	7-8-40.
Typist †	1	,, 25	20-1-41.
Additional from 17-8-41.			
Draftsman	1	,, 35	30-11-1941.
From 17-8-42 to 30-9-42.			
Commissioner	1	,, 700	
Personal Assistant	1	,, 150	
Statistical Superintendent	1	,, 100	
Head Compiler and Head Accountant	1	,, 90	
Clerk	1	,, 70	
Clerk	1	,, 40	
Typist	1	,, 25	
Stenographer	1	,, 40	Allowance of Rs. 5 was continued in 1118 also.
Record-Keeper	1	,, 20	
Duffadar-cum-mochee	1	,, 14	
Peons	4	,, 9	
From 1-10-42 to 31-12-42.			
Commissioner	1	,, 700	
Personal Assistant	1	,, 150	
Clerk	1	,, 40	
Stenographer	1	,, 40	
Typist	1	,, 25	
Duffadar-cum-mochee	1	,, 14	
Peons	2	,, 9	
Allowance to part-time Statistical Superintendent		,, 20	
Allowance to Stenographer		,, 5	

* Mr. G. R. Pillai, my first Personal Assistant, took leave from 26-6-42 and was reverted to his substantive post and Mr. K. J. Leenose was appointed as my Personal Assistant on a salary of Rs. 150 from 10-7-42

** The Head Accountant was relieved on 30-3-17 and the Head Compiler was asked to look after the Head Accountant's work also.

† was given an allowance of Rs. 5 per mensem each for working on the calculating machines.

APPENDIX II.

Abstract of the proceedings of the Conference of Census Commissioners held on the 20th, 21st and 22nd February, 1940, at New Delhi.

First day (20th February, 1940.)

Forenoon:—

The proceedings commenced with a speech by Sir Reginald Maxwell, wishing success to the labours of the Census Commissioner and pointing out that the Government of India were looking forward with great interest to the outcome of their efforts. He also appreciated the appropriateness of holding the Census Conference just immediately before the commencement of the great task rather than at a later stage, since this gave an opportunity to those engaged in the task to discuss questions of census policy and programme and for exchange of ideas at an early stage, particularly with regard to the linking up of the census with the continuing features of the nation's life. Sir Reginald then left the Conference which proceeded with the deliberations.

The first problem that came up for discussion was the non-simultaneous nature of the enumeration proposed to be conducted. The Census Commissioner for India made it clear at the outset that what was contemplated was an enumeration in the place where an individual was found rather than in his residence, making it possible at the same time to remove the fetter of a single night. The introduction of the non-simultaneous system has afforded great flexibility in the actual manner of taking the census and made it possible to use to the fullest extent whatever systems, skills, etc., exist and the idea of making experiments in this direction wherever possible was encouraged. For instance the Census Commissioner pointed out that the idea originally mooted, of a single run-through enumeration, need not be rigidly adhered to by all States and Provinces. One Officer suggested the adoption of a period as long as two months though many others were content to stick to the originally stipulated period of 2 weeks. A difficulty suggested in this connection was regarding the adjustment of the recording of births and deaths to the central date besides the possibility of double enumeration. The general opinion was that, whatever the period adopted it, was desirable that the enumeration should not last longer than the central date *i.e.*, the 1st March, 1941, so that the records might be brought into official custody immediately after the census.

The non-simultaneous system also contemplated one enumeration only. It was however suggested that a second round by the enumerators would be somewhat of a check or that this could be achieved even by employing more Supervisors and that the Supervisors could be appointed from whatever competent and convenient agencies were available. As regards the employment of enumerators and supervisors, the non-official element could be introduced wherever necessary but since the one-night system had been dispensed with, the fullest use had to be made of the existing administrative agencies aided by suitable and *reliable* outside helpers. Here again the element of flexibility was present and the Provincial and State Commissioners were welcome to adopt their own methods of application.

It was suggested that all possible elements of population, such as wandering tribes, vagrants, etc., should be enumerated in the ordinary blocks, so that the simultaneous enumeration would be confined to ships, hotels, boat-traffic or similar items. The device of issuing

enumeration passes to avoid double enumeration could be adopted. Obviously such features as fairs, festivals or railway travelling would introduce no difficulty.

The problem of the census being padded with by political agitators was also not to be over-looked. Such problems were however to be dealt with by the local Superintendents since no uniform policy could be promulgated in this matter. The chances of padding would be reduced by cutting short the period of enumeration. It was also suggested that the term sunrise could be used instead of 6 A. M. (on 1st March, 1941) for the reference point of births and deaths. This was however of minor importance. The inclusion of the resident population in the house-lists and the desirability of maintaining permanent house-lists to achieve this purpose were put forward as points worthy of consideration. Intensive training of enumerators with a possibility of limiting their numbers was also considered as a point capable of adjustment to the particular conditions of the locality concerned.

Afternoon:—

Great stress was laid by the Census Commissioner for India on maintaining records of village life and on the collection of such local details at the time of the house-listing. He suggested that the Provincial Government would do well to bestow some attention on the possibilities of developing Village Statistics. He suggested that this would afford an opportunity to maintain continuity of the census effort and minimise the degree of violence of the new periodic convulsions of the collected figures.

The Census Commissioner also said that the Census of Cattle or other animal population could be achieved along with the population Census.

As regards urban classification, it was pointed out that wherever possible an urban-rural ratio based on a population limit of 5,000 or more should be struck so that a Provincial or State comparison might be possible.

Dr. K. C. K. E. Raja, Assistant Public Health Commissioner, addressed the Conference on the importance of vital statistics and the method of conveniently correlating the system of registration of births and deaths with census work.

The Census Commissioner for India pointed out that with regard to the improvement of registration of births and deaths, what was really necessary was to implant in the minds of the parents of India the advantages of possessing a birth certificate instead of placing much reliance on outside agencies or compulsion.

21-2-1949—Second Day

Forenoon:—

The main discussion pertained to enumeration pads and the points to be remembered in using them. Paper requirements and printing were difficult problems. In the matter of recording local detail on each slip, it was suggested that there was no necessity for securing provincial uniformity. The main considerations that weighed in designing the slip, were the wide variety of Indian languages, the need for economy and the desire to save scriptory labour. The final shape was given to the form of the enumeration slip. It was decided to record the house-number on each slip. The Census Commissioner for India said that ultimate reliance should be placed on the common sense of the enumerator and the Provincial Officers were given the discretion to decide the extent to which the new ideas *viz.* use of symbols and contractions could usefully be tried. As a general consideration regarding the recording of answers, the soundness of the principle that the enumerator should have something to do at each question was admitted. For instance though it was contemplated that the right

bottom corner of slips pertaining to females should be cut off, the alternative device of writing the initial letter "F" for female in that corner could also be tried. The feasibility of adopting slips of different colours for Hindus, Muslims, etc., was a point that could well be tried, but owing to the difficulty of getting coloured paper the matter had to be dropped.

The system of indenting for pads was then discussed for the benefit of the officers. The Census Commissioner then pointed out the advantage of the code system which is essentially an identifying detail. One advantage connected with it again was its flexibility.

Emphasis was laid on the need for practice on the part of the enumerators. The Census Commissioner contemplated a course of thorough preliminary training and further practice if necessary on the first few sheets of the pad. As a matter of fact practice was possible on any kind of paper since the question numbers could be written on it. In case the practice was done on the slips of the pad, the supervisor or other training officer could score the entries but the slips themselves need not be torn away as they would form a sort of protection for the slips below.

Though it was suggested that pads of 50 as well as 100 slips might be made, finally it was decided that 100-slip pads would be adequate.

With regard to the issue of codes, circulars and instructions, the Census Commissioner said that in his opinion the instructions should always be kept down to a minimum. Ultimate reliance had to be placed on the common sense, intelligence and local knowledge of the enumerators. Everything possible was to be done to encourage the realisation of this fact. No code would be issued by the Census Commissioner for this reason. Once the objectives were decided upon, tactics were to be determined by local talent, suited to local contingencies.

As regards Indian States, the Census Commissioner said that his assumption was that they would make their own arrangements for pads unless the States formally applied for inclusion within his scheme.

It was suggested that the size of the house-list and the booklet of instructions might be made uniform with that of the pad. No insistence was made on this point.

As regards name and sex there was no special comment. But as to caste, tribe or race, there was a lengthy discussion. The Census Commissioner said that he did not contemplate the tabulation of caste in detail at the present census particularly in view of the economy that might be achieved by dropping it and secondly due to the fact that the census, by itself a large-scale and blunt instrument, could do little in the way of improving caste studies. It was agreed to include the two questions *viz.*, on (1) caste, tribe and race and (2) religion, for administrative convenience. The Provincial Superintendents were advised to do everything to discourage the "wearisome screeds" that afflicted every Census Officer about caste.

The notations to be adopted in answering the question on civil condition were then explained. With regard to age it was decided that in the case of infants of less than 12 months "0" should be written before years.

The next two questions pertained to fertility. It was decided to record the number of children born as well as surviving to each married woman and the age at birth of her first child. Though it was suggested that the sex of the first child should also be recorded, the idea was dropped since the value of the record would depend upon the sexes of the other

children. The Census Commissioner explained that his object in introducing the question on fertility was to awaken a general consciousness as to the importance of the registration of births and deaths. He did not want to make it optional. In the Provinces where it was thought unsafe to ask the questions they might be optional. As regards the point whether a person was an earner or dependant, the Census Commissioner explained that emphasis had to be placed more on dependence than on earnership. The concept of the partly dependant could not be ignored as this type of contributors to the resources of a household is very common in India. So also he did not want to confuse the enumerators by issuing meticulous definitions since there would be difficulties of interpretation. No special remarks were made with regard to recording the means of livelihood of the supporter in the case of partly or wholly dependants. To gauge correctly the incidence of employment as returned by individuals, it was decided that every employer should be asked to record separately the number of paid assistants and members of households employed by him.

Discussion then began to centre on the question relating to unemployment. The introduction of quasi-technical definitions was not to be attempted since the concept of unemployment was one which an ordinary enumerator could easily grasp. The methods of answering questions on unemployment were then illustrated. About means of livelihood there was no special comment. The next question, regarding the period for which each means of livelihood was followed, was to be confined only to partly dependants and to those who had a subsidiary means of livelihood

22-2-1940—Third Day

The discussion on these questions was resumed. In recording business of employer, instruction was to be issued that the word employer would cover companies also. Domestic service and agricultural occupations were not to be included in the categories of employment. The questions on birthplace and language were not much commented upon. With regard to subsidiary languages spoken, emphasis was to be laid on the fact that mere knowledge of a language was not to be of any account, what was really aimed at being to get an idea as to how the life of the people is affected by the existence of different languages. Commenting about literacy and standard of qualification, it was agreed that persons who could read only should be separately specified by a symbol 'p' for partially literate and that the script of literacy should be recorded. With regard to literacy in English, ability to read alone was not to be considered.

The discussion on non-simultaneous enumeration was then resumed. The Census Commissioner emphasised that the standard of enumeration was important and fundamental and should not be sacrificed for speed. On the other hand undue prolongation of the period of enumeration might create a special problem. One Superintendent even suggested a complete *de jure system* which would dispense with the necessity for enumerating casual visitors who would be enumerated in their own houses. But the considerations for adopting a run-through system, whether accompanied by a check or not, were weighty. The Census Commissioner was of opinion that the enumeration should essentially be adjusted to local conditions and conveniences and that in a large subcontinent like India, variety in methods was to be welcomed instead of the adoption of a rigid system. Similarly the period adopted and the methods for adjustment of births and deaths to the central date also could vary.

One or two Superintendents spoke of possible corruption. The Census Commissioner pointed out in the end that the accuracy of the results would depend upon both the enumera-

tors and the people. One should proceed on the assumption that every community would like to go in for accurate recording. The very existence of suspicion would lead to recrimination and agitation. The Commissioners and Superintendents were allowed freedom to pronounce their considered opinions thereon in due course.

In regard to the preparation of the house-list it was generally admitted to be a useful accompaniment to the Census and that as many details as possible, such as nature of roof, wall, etc. should be recorded. As regards defining the size of a room, it was suggested that a person should be able to lie down in it in two directions. Particulars of shops had to be recorded. The form of the house-list and the method of tabulation were immaterial, the guiding principle being that all information of value should be brought out. The substitution of village-maps instead of a house-list for each village was an experiment worth trying. Since it would take a good deal of time and effort to prepare a house-list, it was worth while to make it permanent with permanent census-numbers for each house, which could be adopted for postal addresses. Of the houseless population, a good proportion might be citizens with wives and children. It would be interesting to study the extent of this phenomenon.

Regarding association between States and Provinces, the Census Commissioner said that the Census should be considered as a social and not a political effort. The fertility enquiries offered an example since each Commissioner or Superintendent could confine himself to one or two aspects only. The desirability of such association was to be kept in mind The study of samples (in the technical sense) also was to be attempted to supplement the results of the census, special care being taken to check the condition of origin of the sample. Type studies also would prove a useful method.

Every possible attempt was to be made in securing economy.

In conclusion, the Census Commissioner expressed his pleasure at having met the different Provincial and State Officers, offered his felicitations on the success of their efforts and also expressed his hope to meet them again in their respective areas.

APPENDIX III.

CALENDAR FOR THE CENSUS OF 1941.

	Item of work.	Date.
1	Appointment of Charge Superintendents	1-4-1940
2	Completion of general village (kara) register	15-6-1940
3	Commencement of houselisting	30-6-1940
4	Completion of houselisting	15-8-1940
5	Submission of abstracts of houselists to the Census Commissioner	21-8-1940
6	Commencement of house-numbering	1-9-1940
7	Completion of house-numbering	15-10-1940
8	Submission of charge and circle registers to Census Commissioner	25-10-1940
9	Appointment of enumerators and supervisors	1-11-1940
10	Opening of classes for training enumerators and supervisors	10-11-1940
11	Closing of the same	20-11-1940
12	Distribution of census forms and rules, etc. to enumerators	20-11-1940
13	Commencement of preliminary enumeration	1-12-1940
14	Completion of preliminary enumeration	15-1-1941
15	Submission of abstracts of preliminary enumeration to the Census Commissioner	1-2-1941
16	Distribution of household cards and cards for special institutions	20-2-1941
17	Completion of arrangements for the final Census	25-2-1941
18	Final Census	1-3-1941
19	Communication of provisional totals	As early as possible after the Census.

APPENDIX IV.

LIST OF FORMS PRINTED FOR ENUMERATION.

Block-list.	No. printed.
Building-Register (Malayalam)	37,000
Building-Register (English)	3,500
Block-List-Wrapper:	
Front	6,500
Back	6,500

	Other Forms Printed.		
1	Kara list (Taluks)	40 copies for each Taluk	
2	Kara Register	5	,,
3	List of Houses (Specimen Form)	English	200
4	Do. Do.	Malayalam	1,600
5	Progress Report forms	Malayalam	8,000
6	Progress Report of Charge Supts.	Malayalam	2,000
7	Abstract of House-Lists	English	200
8	Do.	Malayalam	2,000
9	Charge and Circle Register		1,500
10	Card-board Tickets		40,000
11	Letter of appointment (Malayalam)		6,000
12	Do. (English)		1,000
13	Rules for Houselisting (English)		200
14	Do. (Malayalam)		1,600
15	Rules for House-numbering (English)		200
16	Do. (Malayalam)		1,600

APPENDIX V.

FORM OF THE GENERAL VILLAGE OR "KARA" REGISTER OF 1941 CENSUS

Serial Number	Name of Pakuthy or Census Town and Kara	Number of buildings in 1941						Grand total
		Ordinary Blocks		Special Blocks		Total		
		Occupied houses	Other Buildings	Occupied houses	Other Buildings	Occupied houses	Other Buildings	

APPENDIX V.—(*contd.*)

No. of buildings in 1931	Enumeration Staff		Population in 1941			Population in 1931	Remarks
	Enumerators	Supervisors	Ordinary blocks	Special blocks	Total		

APPENDIX VI.

FORM OF HOUSE REGISTER OR LIST.

Taluk Pakuthy Kara Circle No.

Census Town Ward Block No.

Municipal Town

Serial Number of houses	Dwelling house	Other building	Name of house with names of the heads of the families	Size of family				Roof					Wall							No. of Rooms	Remarks
				Adults		Children															
				Male	Female	Male	Female	Thatched	Tiled	Terraced	Metal (Iron)	Of other material	Thatch Leaf cadjan	Mud and sun dried brick	Laterite	Brick (burnt)	Wood	Other materials			

APPENDIX VII

APPENDIX

DISTRIBUTION OF

Taluk.	Number of Blocks		Number of Circles		Number of Enumerators		Number of Supervisors		Remuneration to Enumerators			
	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural			Urban
									Rs.	Ch.	C.	Rs.
Thovala	180	...	14	..	45	...	13	...	223	...	..	...
Agasthiswaram	470	49	25	6	107	49	25	6	585	...	..	245
Kalkulam	390	14	29	10	165	14	27	3	813	...	..	70
Vilavancode	162	9	30	4	142	9	30	1	710	...	..	45
Neyyattinkara	281	12	49	7	230	12	49	2	1,146	18	10	60
Trivandrum	103	59	23	24	102	59	22	16	502	...	..	290
Nedumangad	182	...	36	...	124	...	36	..	618	...	..	...
Chirayinkil	164	15	34	7	164	15	33	2	817	14	..	75
SOUTHERN DIVISION	1,882	158	240	58	1,079	158	235	30	5,365	4	10	785
Quilon	199	27	41	10	186	27	41	7	917	...	..	135
Karunagappally	155	6	46	2	149	6	33	2	743	...	..	31
Karthikappally	133	...	31	...	112	...	28	..	460	...	..	...
Mavelikara	164	...	29	...	158	...	28	..	790	...	..	...
Kunnathur	140	...	25	...	131	...	25	..	651	..	..	...
Kottarakkara	190	...	32	...	128	...	30	..	636	..	..	...
Pathanapuram	109	...	21	...	92	...	21	..	560	..	..	...
Shenkotta	60	13	13	4	32	13	10	3	160	..	..	65
Pathanamthitta	167	...	39	...	147	...	32	..	733	..	..	...
Thiruvella	344	9	58	8	319	9	58	2	1,587	..	..	44
Ambalapula	170	31	31	9	170	20	31	7	840	..	..	100
Sherthala	213	...	34	...	213	...	34	..	1,059	..	..	...
CENTRAL DIVISION	2,044	86	400	33	1,837	75	371	21	9,136	..	..	375
Changanachery	177	17	40	6	175	17	40	3	866	..	..	85
Kottayam	187	19	47	14	180	20	47	4	898	..	..	98
Vaikom	123	11	32	4	113	11	32	2	565	..	..	55
Parur	160	12	28	4	139	12	28	2	695	..	..	60
Kunnathunad	246	6	42	4	200	6	42	1	823	..	..	30
Muvattupula	234	...	33	...	226	...	33	..	1,124	..	..	...
Thodupula	123	...	16	..	94	...	16	..	470	..	..	...
Minachil	244	...	25	...	238	...	25	..	1,188	..	..	...
Pirmede	31	...	10	...	27	...	8	..	135	..	..	...
Devikulam	61	...	14	...	23	...	9	..	103	..	..	...
NORTHERN DIVISION	1,586	65	287	32	1,415	66	280	12	6,967	..	..	328
STATE TOTAL.	5,512	309	927	123	4,331	299	886	63	21,468	4	10	1,488

VII.

Enumeration Work.

Remuneration to Supervisors				Remuneration to Clerks in Taluk Offices.	Canoe allowance to Supervisors & Enumerators in rural areas.	Special blocks—not remunerated					
Rural			Urban			Estates, plantations, mines, etc.		Forest areas		Special enumerators appointed for the final census for landing ghats, chowkeys, etc.	
Rs	Ch.	C.	Rs.	Rs.	Rs.	Enumerators.	Supervisors.	Enumerators.	Supervisors.	Rural.	Urban.
91	..	...	..	15	..	5	5	..	..	3	..
175	...	...	42	20	..	..	..	..	..	7	..
187	...	...	21	25	..	9	5	4	1	7	3
210	...	...	7	20	..	2	1	2	1	19	4
338	9	6	14	25	..	..	..	1	1	20	2
154	...	...	112	20	..	.	..	..	..	..	25
252	...	...	..	20	.	8	8	17	1	5	..
231	...	...	14	25	..	..	..	2	1	27	3
1,638	9	6	210	170	..	24	19	26	8	88	37
287	...	...	48	25	..	..	.	..	..	14	29
231	...	...	14	20	..	..	..	..	.	18	7
196	...	...	..	20	..	..	..	..	..	.	..
196	...	...	..	25	..	..	..	..	..	10	..
168	...	...	..	20	..	3	1	2	1	..	.
206	...	...	..	20	..	..	..	1	1	..	.
147	...	...	..	15	..	14	12	7	2	..	..
70	...	...	21	15	..	6	1	4	2	15	10
224	...	...	..	20	..	17	2	8	5	..	..
404	...	...	14	30	..	..	..	1	1	3	4
217	...	...	49	25	166	..	..	..	..	87	9
238	...	...	..	25	..	..	..	..	..	30	..
2,584	...	...	146	260	234	40	16	23	12	177	59
278	...	...	21	25	56	12	11	1	1	..	6
329	...	...	28	25	28	..	..	1	1	16	6
224	...	...	14	20	..	3	1	..	..	2	3
196	...	...	14	20	..	.	..	..	..	30	6
275	...	...	7	25	..	..	.	..	..	13	4
231	...	...	..	25	..	2	1	14	3	4	..
112	...	...	..	15	..	13	13	7	3	..	..
175	...	...	..	25	..	8	4	2	2	11	..
56	...	...	..	15	..	86	84	8	4	4	..
56	...	...	..	15	..	93	41	12	3	5	.
1,932	...	...	84	210	84	217	155	45	17	85	25
6,154	9	6	440	640	318	281	190	94	37	350	121

APPENDIX VIII.

Form of Charge and Circle Register.

Census of Travancore 1941.

Charge and Circle Register for the Taluk/Municipal Town

Name of Pakuthy/Census Town **Serial No. of Circle** **Name of Supervisor Designation and Address**

Name of Kara or Ward	Serial No. in Kara Register	Serial No. of Block (ordinary and special)	No. of buildings in the block	Name of Enumerator.	Designation and Address	Population in 1941			No. verified by	
						Male	Female	Total	Supervisor	Charge-Superintendent.

APPENDIX IX (a)

STATEMENT SHOWING THE AVERAGE NUMBER OF HOUSES PER ENUMERATOR AND SUPERVISOR IN THE CENSUS OF 1941.

TALUKS.	Total Number of Houses.	Number of Enumerators.	Number of houses per Enumerator (Average).	Number of Supervisors.	Number of houses per Supervisor (Average.)
Thovala	13,005	45	289	13	1,000
Agasthiswaram	33,166	107	310	25	1,327
Kalkulam	44,534	165	270	27	1,649
Vilavancode	35,763	142	252	30	1,192
Neyyattinkara	55,693	230	242	49	1,137
Trivandrum	31,942	102	313	22	1,452
Nedumangad	39,103	124	315	36	1,086
Chirayinkil	45,265	164	276	33	1,372
Quilon	53,467	186	287	41	1,304
Karunagappally	47,792	149	321	33	1,448
Karthigappally	34,950	112	312	28	1,248
Mavelikara	42,761	158	217	28	1,527
Kunnathur	29,166	131	223	25	1,167
Kottarakara	37,417	128	292	30	1,247
Pathanapuram	24,669	92	268	21	1,175
Shencotta	10,635	32	332	10	1,064
Pathanamthitta	38,859	147	264	32	1,214
Thiruvella	69,401	319	218	58	1,197
Ampalapula	44,874	170	264	31	1,448
Sherthala	54,890	213	258	34	1,614
Changanachery	47,357	175	271	40	1,184
Kottayam	47,934	180	266	47	1,020
Vaikom	32,266	113	286	32	1,008
Parur	38,121	139	274	28	1,361
Kunnathunad	52,054	200	260	42	1,239
Muvattupula	42,299	226	200	33	1,373
Thodupula	24,004	94	255	16	1,500
Minachil	46,635	238	196	25	1,865
Peermede	3,932	27	146	8	492
Devikulam	3,066	23	133	9	341
MUNICIPALITIES.					
Nagercoil	15,298	19	312	6	2,550
Colachel	2,315	6	386	1	2,315
Padmanabhapuram	3,246	8	406	2	1,623
Kulithura	1,993	9	221	1	1,993
Neyyattinkara	3,094	12	258	2	1,547
Trivandrum	27,443	59	465	16	1,715
Attingal	3,868	15	258	2	1,547
Quilon	11,230	27	416	7	1,604
Kayankulam	2,815	6	469	2	1,408
Shenkotta	4,562	13	351	3	1,521
Thiruvella	3,301	9	367	2	1,651
Alleppey	12,868	20	643	7	1,838
Changanachery	5,264	17	310	3	1,755
Kottayam	6,547	20	327	4	1,637
Vaikom	4,143	11	377	2	2,072
Parur	3,349	12	279	2	1,675
Alwaye	2,073	6	346	1	2,073
	113,409	299	364	63	1,795

APPENDIX IX (b)

COMPARATIVE STATEMENT SHOWING THE AVERAGE NUMBER OF HOUSES ALLOTTED TO EACH ENUMERATOR FOR THE PRELIMINARY ENUMERATION IN 1931 AND 1941.

TALUKS.	1931	1941
Thovala	373	289
Agasthiswaram	328	310
Kalkulam	353	270
Vilavancode	370	252
Neyyattinkara	378	242
Trivandrum	380	313
Nedumangad	357	315
Chirayinkil	348	276
Quilon	373	287
Kunnathur	354	223
Karunagappally	358	321
Karthigappally	325	312
Mavelikara	322	217
Pathanamthitta	278	264
Thiruvella	350	218
Ambalapuzha	339	264
Kottarakara	351	292
Pathanapuram	332	268
Shenkotta	367	332
Sherthala	365	258
Vaikom	361	286
Kottayam	320	266
Changanachery	369	271
Meenachil	333	196
Muvattupuzha	328	200
Thodupuzha	378	255
Kunnathunad	358	260
Parur	349	274
Devikulam	270	133
Pirmede	177	146
Average for Taluks	342	260

MUNICIPAL TOWNS.	1931	1941
Nagercoil	633	312
Colachel	625	386
Padmanabhapuram	662	406
Kuzhithura	584	221
Neyyattinkara	614	258
Trivandrum City	592	465
Attingal	605	258
Shencotta	428	351
Quilon	547	416
Kayankulam	498	469
Haripad	542	...
Mavelikara	677	...
Thiruvella	655	367
Alleppey	592	643
Vaikom	615	377
Kottayam	797	327
Changanachery	592	310
Alwaye	369	346
Parur	470	279
Average for Municipal Towns	584	364

APPENDIX X

Details of Classes conducted for the Training of Enumerators and Supervisors.

CENSUS COMMISSIONER.

Date.	Time.	Place.	Taluk or Municipality.
14-11-40	11-30 A. M.	Anchalummoodu	Quilon Taluk.
Do.	3 P. M.	Punalur	Pathanapuram Taluk.
15-11-40	3-30 P. M.	Municipal Office, Thuckalay	Padmanabhapuram Municipality.
16-11-40	10 A. M.	Colachel Municipal Reading Room	Colachel Municipality.
Do.	2 P. M.	Kottar Primary School	Agasthiswaram Taluk.
17-11-40	4 P. M.	English Middle School, Ayikudi.	Shenkotta Taluk.
18-11-40	10-30 A. M.	Veliyam Primary School	Kottarakkara Taluk.
19-11-40	4 P. M.	Thodupuzha M. M. School	Thodupuzha Taluk (class conducted by the Assistant Charge Superintendent).
Do.	4 P. M.	Pathanamthitta M. M. School	Pathanamthitta Taluk.
20-11-40	11 A. M.	Quilon Municipal Office	Quilon Municipality.
Do.	4 P. M.	Sasthankotta School	Kunnathur Taluk.
21-11-40	11 A. M.	Thiruvella Municipal Office	Thiruvella Taluk and Municipality.
Do.	3 P. M.	Changanachery Taluk Cutcherry	Changanachery Taluk and Municipality.
23-11-40	11 A. M.	Vaikom M. M. School	Vaikom Taluk and Municipality.
Do.	5 P. M.	Kottayam Municipal Office	Kottayam Municipality.
25-11-40	11 A. M.	Muvattupuzha Taluk Office	Muvattupuzha Taluk.
26-11-40	10 A. M.	Pallivasal Pakuthy Cutcherry	Devikulam Taluk.
27-11-40	3 P. M.	Perumbavoor Primary School	Kunnathunad Taluk.
Do.	5 P. M.	Alwaye Municipal Office	Alwaye Municipality (class conducted by the Assistant Charge Superintendent).
1-12-40	4 P. M.	Peermade Club	Pirmade Taluk.
17-12-40	11 A. M.	Municipal Office, Alleppey	Ampalapuzha Taluk and Alleppey Municipality.

PERSONAL ASSISTANT.

13-11-40	4-30 P. M.	Municipal Office, Attingal	Chirayinkil Taluk.
16-11-40	8 A. M.	Nedumangad M. M. School	Nedumangad Taluk.
Do.	2-30 P. M.	Manakkal M. P. School	Trivandrum Taluk.
Do.	5 P. M.	Corporation Office	Trivandrum City.
17-11-40	11 A. M.	Ettumanur L. G. Training School	Kottayam Taluk.
Do.	4-30 P. M.	Palai M. M. School	Meenachil Taluk.
18-11-40	11 A. M.	Pallikkal E. M. School	Mavelikara Taluk.
19-11-40	4 P. M.	Munchira E. M. School	Vilavancode Taluk.
Do.	5 P. M.	Kuzhithura Municipal Office	Kuzhithura Municipality.
20-11-40	4-30 P. M.	Neyyattinkara L. G. Training School	Neyyattinkara Taluk.
21-11-40	4 P. M.	Bhoothapandy Satrom	Thovala Taluk.
23-11-40	1 P. M.	Thuckalay M. M. School	Kalkulam Taluk.
24-11-40	3 P. M.	Thalavady M. M. School	Ambalapuzha Taluk.
25-11-40	10 A. M.	Alleppey Municipal Office	Alleppey Municipality.
Do.	3 P. M.	Kodanthuruthu Primary School	Ambalapuzha Taluk
26-11-40	3-30 P. M.	Haripad E. M. School	Karthipgapally Taluk.
27-11-40	4 P. M.	Chavara English School	Karunagappally Taluk.

APPENDIX XI.

Enumeration Pads—Printing and Distribution.

S. No.	Description of pads printed.	Printed			
		Originally		Additionally	
		Malayalam.	English.	Malayalam.	English.
1	10 slip-size	5,000 pads	5,000 pads	...	...
2	20 do.	5,000 ,,	5,000 ,,	...	...
3	30 do.	5,000 ,,	Nil	...	...
4	40 do.	5,000 ,,	Nil	...	...
5	100 do.	55,000 ,,	1,500 pads	2,000 pads	1,000 pads*
				8,000 ,,	
				5,000 ,,	
		Supplied			
1	10 slip-size	5,000 pads	2,700 pads	...	...
2	20 do.	5,000 ,,	2,700 ,,	...	...
3	30 do.	5,000 ,,	,, ,,	...	...
4	40 do.	5,000 ,,	,, ,,	...	...
5	100 do.	‡57,000 ,,	1,500 ,,	8,000 pads	1,000 pads
				4,200 ,,	

*Supplied 500 each to Peermade and Devikulam.

‡ Includes 2,000 additionally printed, but supplied with the original lot.

Note:—The pads left over were used for the Economic Survey.

APPENDIX XII (*a*)

CENSUS OF TRAVANCORE 1941.

Card for Males

Taluk..... Pakuthy/Census Town/Municipal Town..... Kara / Ward .....

Circle No..... Block No..... House No.....

Serial No. of person.....

1. Name.....
2. Race, Tribe or Caste.....
3. Religion.....
4. (*a*) Unmarried.....(*b*) Married.....
   (*c*) Widowed.....(*d*) Divorced.....
5. Age.....Years.....Months.....
6. (*a*) Wholly dependent.....(*b*) Partly dependent.....(*c*) Not dependent.....
7. Means of livelihood of person on whom dependent.....
8. Number of paid assistants.....
   (*a*) Members of household.....(*b*) Others.....
   .....
9. (*a*) Employed.....(*b*) Unemployed.....
   (*c*) In search of employment.....
   (*d*) How long in search?.....
10. Means of livelihood. 11. Part of year for which exercised.
    (*a*)..... (*a*).....
    (*b*)..... (*b*).....
    (*c*)..... (*c*).....
12. If employed, name of employer's business.....
    .....
13. Birth place.....
14. Mother tongue.....
15. Other languages commonly used.....
16. (*a*) Languages read and written.....
    (*b*) Languages read only.....
    (*c*) Illiterate.....
17. (*a*) How far studied?.....
    (*b*) Examination (highest) passed.....
18. Literate in English (*a*) Yes.....(*b*) No.....

APPENDIX XII (*b*)

CENSUS OF TRAVANCORE 1941

Card for Females

Taluk.....Pakuthy/Census Town/Municipal Town..... Kara / Ward .....

Circle No.....Block No.....House No.....

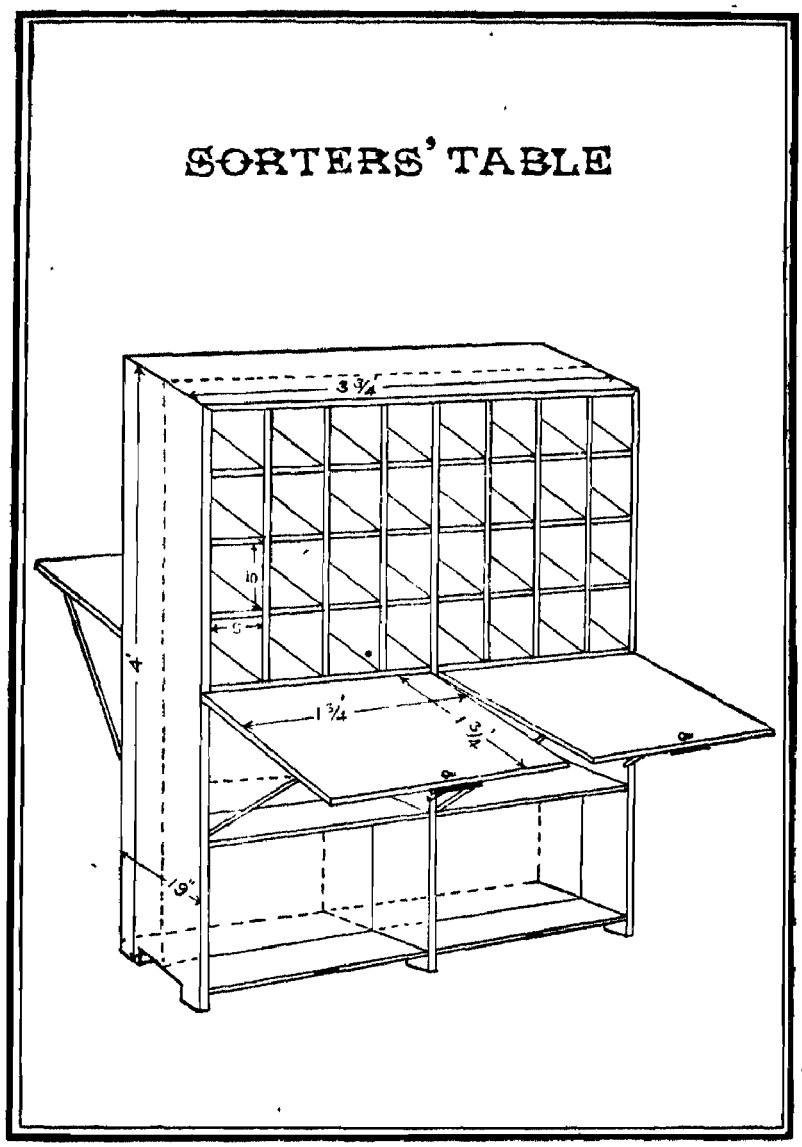
Serial No. of person.....

1. Name.....
2. Race, Tribe or Caste.....
3. Religion.....
4. (*a*) Unmarried.....(*b*) Married.....
   (*c*) Widowed.....(*d*) Divorced.....
5. Age.....Years.....Months
6. (*a*) Wholly dependent.....(*b*) Partly dependent.....(*c*) Not dependent.....
7. Means of livelihood of person on whom dependent.....
8. Number of paid assistants (*a*) Members of household.....(*b*) Others.....
9. (*a*) Employed.....(*b*) Unemployed.....
   (*c*) In search of employment.....(*d*) How long in search?.....
10. Means of livelihood. 11. Part of year for which exercised.
    (*a*)..... (*a*).....
    (*b*)..... (*b*).....
    (*c*)..... (*c*).....
12. If employed, name of employer's business.....
    .....
13. Birth place.....
14. Mother tongue.....
15. Other languages commonly used.....
16. (*a*) Languages read and written.....
    (*b*) Languages read only.....
    (*c*) Illiterate.....
17. (*a*) How far studied?.....
    (*b*) Examination (highest) passed.....
18. Literate in English (*a*) Yes.....(*b*) No.....

Married Women only.

1. No. of children born.....Male.....Female.....
2. No. of children alive.....Male.....Female.....
3. Duration of Married life.....
4. Age at birth of first child.....
5. Sex of First Child.....

APPENDIX XIII.



APPENDIX XIV.

STAFF FOR TABULATION—FROM 8-3-'41 TO 15-7-'41.

	No.	Pay. Rs.	
Manager	1	100	The Statistical Superintendent was appointed as Manager also.
Chief Superintendent	1	90	
Divisional Superintendents	3	50	
Accountant	1	30	
Record Keepers	3	30	
Junior Record Keeper	1	20	
Supervisors	30	25	
Compilers	10	25	
Sorters	250	15	From 14-3-'41 to 15-7-'41.
Attender	1	14	
Peons	19	9	

APPENDIX XV.

(*a*) Sample of front wrapper of Blocklist.

1. Name of Taluk or Municipal Town
2. Do. of Census Town or Pakuthy
3. Do. of kara or ward
4. No. of buildings in kara or ward
   (a) No. occupied
   (b) Others
   (c) Total
5. No. of blocks into which kara or ward is divided
6. Serial numbers of buildings included in the block from . . . . to . . . .
7. Serial No. of Block
8. Serial No. of Circle

1. Name of Enumerator
2. Name of Supervisor
3. Date of commencement of preliminary enumeration
4. Date of completion of preliminary enumeration
5. Population as per preliminary enumeration
   (a) Males
   (b) Females
   (c) Total
6. Place
7. Date

Signature of Charge Superintendent.

(*b*) General Information regarding the Block (back wrapper).

Public Health.

1. Is there overcrowding ?
2. Is there proper sanitation ?
3. How is drinking water obtained ?
4. Is there occasional drought ?
5. Are there hospitals or dispensaries ?
   If not, what is the distance to the nearest one ?
6. What are the common diseases, contagious or otherwise ?

Education.

1. Are there schools ?
2. If not, what is the distance to the nearest school ?
3. Libraries
   (Primary or middle schools, etc.)

1. Agricultural
2. Others :
3. Principal cottage industries and number engaged in each
4. Common livestock
5. Poultry, etc.

Weights and Measures:

Trade.

1. Markets, or distance to the nearest one
2. Market days
3. Shops
4. Teashops
5. Toddyshops
   (Number, articles sold, etc.)

Other Details.

1. Temple
2. Church or mosque
3. Other religious institutions
4. Or distance to the nearest one
5. Common local festivals and dates of celebration

Place

Date

Singature of Charge Superintendent.

APPENDIX XVI.

List of Instructions to Sorters.

		Date.
1.	Instructions for preliminary checking	18—3—41
2.	Do. continued	18—3—41
3.	Do. for the marking of samples	20—3—41
4.	Sorting for block register	24—3—41
5.	Instruction to Supervisors for checking	5—4—41
6.	Making up of Sorters' boxes	6—4—41
7.	Sorting of Hindus by caste	16—4—41
8.	Do. continued	17—4—41
9.	Do. continued	21—4—41
10.	Sorting of Christians by race and sect	Do.
11.	Do. of slips under other religions by community	Do.
12.	Do. for age and civil condition	23—4—41
13.	Grouping of Hindus by castes	28—4—41
14.	Sorting by literacy and age	3—5—41
15.	Do. by literacy and caste	
16.	Do. for educated unemployment	20—5—41
17.	Do. supplementary	21—5—41
18.	Do. by birthplace	21—5—41
19.	Do. by language and bilingualism	21—5—41
20.	Do. by means of livelihood	Do.
21.	Do. of Industry and general unemployment	1—6—41
	Europeans and Anglo Indians by age	23—6—41
22.	Do. of married women by community	24—6—41
23.	Do. of sample slips by community	24—6—41
24.	Preliminary sorting for Fertility Tables	4—7—41
25.	Sorting for Fertility Tables (completed fertility)	1—7—41
26.	Do. (continuing fertility)	8—7—41

APPENDIX XVII.

List of Forms for Tabulation.

No.	Description of Form.	No. of copies printed.
1.	Label of box contents	650
2.	Daily progress Register of Sorting work	30 Bks.
3.	Table III Tabulation Register	250 Shts.
4.	Table VII Sorter's Ticket	8,000 „
5.	Register of population by sex and religion	30 Bks
6.	Do.	600 Shts.
7.	Table XIII (Race, Tribe or Caste)	1,400 „
8.	Table XIII (Sects of Christians)	1,400 „
9.	Register of population of blocks by sex and religion ...	5 Bks.
10.	Do.	200 Shts.
11.	Table XI Sorter's Ticket	8,000 „
12.	Table III Compilation Register	100 „
13.	Table VIII Sorter's Ticket	10,000 „
14.	Table IX Do. I	8,000 „
15.	Sorter's Ticket for XI (a)	1,400 „
16.	Table XIV Compilation Register (Race, Tribes and Castes) ...	400 „
17.	Table IX Sorter's Ticket II	8,000 „
18.	Table X (Pt. ii) Sorter's Ticket	8,000 „
19.	Table X (Pt. i) „ ...	8,000 „
20.	Table XII (Pt. ii) „	8,000 „
21.	Table XI Compilation Ticket	700 „
22.	Table VII Do.	700 „
23.	Table XII (Pt. i) Sorter's Ticket	8,000 „
24.	Table VI Sorters Ticket	8,000 „
25.	Table VII Compilation Register (Age, sex and civil condition) ...	4,000 „
26.	Table XI Compilation Register (Literacy) .. .	1,000 „
27.	Table XV (Pt. a) Sorter's Ticket	1,000 „
28.	Table VI Compilation Register (Birthplace)	1,000 „
29.	Table XII (Pt. ii) Com. Register (Bilingualism)	1,000 „
30.	Table XV (Pt. b) Sorter's Ticket	100 „
31.	Distribution of sample slips by community	600 „
32.	Table XIII Supplementary Sorter's Ticket	600 „
33.	Sorter's Ticket, Fertility Tables (completed fertility) ...	8,000 „
34.	Sorter's Ticket, Fertility Tables (continuing fertility) ...	8,000 „
35.	Compilation Register Table XII (pt. i)	1,000 „
36.	Table VII Age and Civil Condition	200 „
37.	Compilation Register (blank)	8,000 „
38.	Compilation sheet for Village Register	300 „
39.	Table VIII Village Register (Means of Livelihood) ...	450 „
40.	Table VIII (Means of Livelihood)	150 „

APPENDIX XVIII.

AVERAGE NUMBER OF SLIPS SORTED DAILY WITH DETAILS REGARDING THE TIME AND COST FOR SORTING EACH TABLE.

Table.	Duration of sorting.		No. of working days.	Number of Sorters engaged per day.		Average daily outturn per Sorter for each Table.		Total cost of each Table.			Maximum outturn per day by a single sorter for each Table.
	Commencement (Date)	Completion (Date)		Males	Females.	Males	Females				
1. Preliminary checking	14-3-1941	22-3-1941	8	194	39	3,406	2,514	1,402	14	6	4612
2. Tearing off slips and counting population (Males and Females)	23-3-1941	30-3-1941	6	174	39	5,063	3,352	1,326	19	0	9741
3. Sampling	31-3-1941	4-4-1941	5	194	38	5,449	4,063	829	4	14	7409
4. Block Register (Religions)	5-4-1941	12-4-1941	4	194	38	6,812	5,160	829	4	14	12306
5. Assembling slips by Pakuthies	10-4-1941	12-4-1941	1	195	38	27,106	20,641	497	14	2	32399
6. Table XIII Castes (Hindus)	13-4-1941	25-4-1941	5	169	37	3,723	2,838	1,492	14	6	5785
7. Do. Christians and others	22-4-1941	25-4-1941	4	174	38	2,433	1,780	663	9	8	5110
8. VII Age and Civil condition	26-4-1941	8-5-1941	11	178	38	2,700	1,877	2,155	23	14	3711
9. Marking of marrried women	9-5-1941	10-5-1941	2	178	38	7,280	5,699	1,492	14	6	8407
10. XI Literacy by age	11-5-1941	17-5-1941	6	174	36	5,063	3,631				6064
11. XI A Literacy by caste	18-5-1941	21-5-1941	3	193	38	4,238	3,602	663	9	6	6814
12. X (Part II) Educated unemployment	22-5-1941	28-5-1941	4	174	38	3,526	2,702	1,160	23	10	4052
13. VI Birthplace	29-5-1941	30-5-1941	2	190	36	13,910	10,894	331	18	12	20678
14. XII Mother tongue and Bilingualism	31-5-1941	3-6-1941	3	191	38	9,225	6,880	663	9	8	11702
15. VIII, IX (1) and IX (2) Means of Livelihood, Industry and Unemployment	4-6-1941	27-6-1941	21	192	37	1,311	1,009	3,980	1	0	1760
16. Supplementary Caste Tables and Table XV	28-6-1941	30-6-1941	2	192	38	13,765	10,321	497	14	2	17612
17. Sorting of slips relating to married women and sample slips and arranging them into specified communities for Fertility Table	1-7-1941	4-7-1941	4	192	38	6,882	5,160	663	9	8	8704
18. Arranging the figures for the Taluks.	5-7-1941	6-7-1941	1	174	38	6,429	4,924	165	23	6	8029
19. Fertility and Mortality Table A. D. (completed fertility) A. E. below 45	7-7-1941	13-7-1941	6	168	37	1,006	769	1,160	23	10	1208
20 Individual age sorting from Quilon Taluk	14-7-1941	14-7-1941*	1	164	37	1,587	1,191	331	18	12	2096
21 Bundling up for transport and closing down	15-7-1941	15-7-1941	1	164	37	32,232	21,199	165	23	6	35482
TOTAL	..	..	..	..	..	..	..	20,563	14	8	..

* The work was over in three hours on 14-7-41 and the Sorters were engaged in bundling up for transport.

APPENDIX XIX.

THE STAFF FOR COMPILATION—FROM 16-7-41 to 15-11-41.

	No.	Pay.	
Head Compiler	1	90	
Divisional Compilers	3	50	Two of the Divisional Compilers were relieved on 16-9-41.
Compilers	30	25	From 16-7-41 to 4-10-41
Compilers	19	25	From 5-10-41 to 16-10-41.
Compilers	12	25	From 17-10-41 to 15-11-41.
Record Keepers	3	30	Do.
Accountant	1	30	Do.
Peons	4	9	Do.

FROM 16-11-41 to 17-7-42.

Head Compiler	1	90	Was also Head Accountant
Divisional Compiler	1	50	From 16-11-41 to 29-1-42 } For preparing the Vil-
Clerks	2	25	From 16-12-41 to 12-2-42 } lage Register.

APPENDIX XX.

Dates of Compilation of each Table.

Table No.	Date of Commencement.	Date of Completion.	Number of Compilers engaged.	Actual number of working days.	Cost of compiling each table. Rs.	Ch.	C.	
1	2	3	4	5	6			
Tables I to V, XIII, and XIV	25-4-41	15-6-41	10	42				
Table VII	6-7-41	18-7-41	30	11	99	4	12	
,, XI	19-17-41	27-7-41	30	6	297	14	4	
,, VI	28-7-41	29-7-41	30	2	66	3	3	
,, XII	30-7-41	4-8-41	30	5	198	9	8	
,, X i & ii.	5-8-41	16-8-41	30	11	396	19	1	
,, VIII	17-8-41	17-9-41	30	24	1,057	22	12	
,, XI (a)	31-9-41	19-9-41	29	2	66	3	3	
,, XIII & XV	20-9-41	23-9-41	29	3	132	6	5	
,, IX	24-9-41	25-9-41	29	2	66	3	3	
,, XII ii Part i.	26-9-41	27-9-41	28	2	66	3	3	
Fertility and Mortality	28-6-41	4-10-41	28	14	628	2	2	
	5-10-41	16-11-41	18					
Table VIII.	17-10-41	15-11-41	6					
Fertility and Mortality	17-10-41	15-11-41	2		506	0	7	for Division.
Village Statistics	17-10-41	15-11-41	4					
				Total	3,580	7	0	

Note :—1. Tables Nos. I to V, XIII & XIV were compiled by the Record Keepers and the Reserve staff of 10 Compilers whose services were, as occasion demanded, utilised in the Tabulation Office also. The expenditure towards the salary of this staff has already been included in the Tabulation expenditure.

2. Table VII was taken up even before the termination of the Tabulation Office and a few sorters and compilers were diverted to this section from 6-7-41. The pay of these sorters and compilers is therefore not included in Col. 6 as it has already been taken over to the "Sorting".

* For preparing Division figures.

APPENDIX XXI

LIST OF IMPERIAL, SUBSIDIARY AND STATE TABLES

IMPERIAL AND SUBSIDIARY TABLES

Imperial Table — **I Area, houses and population**
Subsidiary Tables
(i) Density, water supply and crops
(ii) Area and population (000) omitted, actual and percentage by Taluk density
(iii) Persons per 1000 houses and houses per 100 square miles
(iv) Proportion of sexes by divisions

Imperial Table — **II Variation in population during fifty years**
Subsidiary Tables
(i) Variation and density
(ii) Population variation according to Census/Vital Statistics

Imperial Table — **III Towns and villages classified by population**
Subsidiary Table
(i) Distribution of the population between towns and villages

Imperial Tabl — **IV Towns classified by population with variations since 1891**
Subsidiary Tables
(i) Towns classified by population
(ii) Cities—chief figures

Imperial Table — **V Towns arranged territorially with population by communities**
Subsidiary Tables
(i) Number per 1,000 of the total population and of each main community who live in towns
(ii) Communities of urban and rural population

Imperial Table — **VI Birthplace**
Subsidiary Table
(ii) Immigration (000) omitted

Imperial Table — **VII Age and civil condition**
Part I—State
Part II—Administrative and Natural Divisions
Part III—City

Subsidiary Tables
(i) Age distribution of 10,000 of each sex in the State and each Natural Division
(ii) Age distribution of 10,000 of each sex by main community
(iii) Proportion of (a) children under ten and of persons over 60 to those aged 15-40 (b) married females aged 15-40 per 100 females ; for total population and in certain communities
(iv) Percentage variation in population by age
(v) Actual ages returned at the enumeration
(vi) Proportion of sexes by divisions
(vii) Females for 1000 males by main communities and age
(viii) Females for 1000 males by main communities, age and Natural Division
(ix) Distribution by civil condition of 1000 of each sex, community and age
(x) Distribution by civil condition of 1000 of each sex, and age by Natural Division and community
(xi) Sex-ratio by civil condition, age, community and Natural Division

Fertility Tables
(i) Size of family and present age of married women by community
(ii) Size of family by age of mother at birth of first child
(iii) Distribution of families by age of mother at birth of first child and number of children born
(iv) Distribution of families by age of mother at birth of first child and number of children surviving
(v) Number of children born and surviving
(vi) Sex of first child

Imperial Table — **VIII Means of livelihood**
Part I—State
Part II—Administrative and Natural Divisions
Part III—City

Subsidiary Tables
(i) General distribution of means of livelihood
(ii) Independent workers per 1,000 of total population (by sub-classes)
(iii) Partly dependants following the activity per 1000 of the total population (by sub-classes)
(iv) Distribution per 1000 of total population (by classes)
(v) Partly dependants following the activity per 1000 of total population (by classes)
(vi) Means of livelihood of females and comparison of occupations
(vii) Partially agriculturists and assistants employed

Imperial Table — **IX Industry**

Imperial Table — **X Unemployment**
Subsidiary Tables
i. Unemployment by age and locality for less or more than one year
ii. Educated unemployment

Imperial Table — **XI Literacy by community and age**
Part I—State
Part II—Administrative and Natural Divisions
Part III—City

Subsidiary Tables	(i)	**Literacy by age, sex and community**
	(ii)	**Literacy by age, sex and locality**
	(iii)	**Literacy by community, sex and locality**
	(iv)	**Literacy in English by age, sex and locality**
	(v)	**Progress of literacy since 1901**
	(vi)	**Institutions and Scholars**
Imperial Table	**XII**	**Part I—Mother Tongue**
		Part II- Bilingualism
Subsidiary Tables	(i)	Languages
	(ii)	Distribution by language of the population of each division
Imperial Table	**XIII**	**Community**
Subsidiary Tables	(i)	General distribution of Population by communities
	(ii)	Distribution of the main communities by Divisions
	(iii)	Christians - Percentage variation
Imperial Table	**XIV**	**Variation in population of selected tribes**
	XV	Europeans and Allied Races and Anglo-Indians by Race and Age
	XVI	Summary figures for districts
Provincial Table	I	Area and population of taluks
	II	Population of districts and taluks by communities and literacy

STATE TABLES

I	Area, houses and population
II	Towns and villages classified by population
III	Age and civil condition
	Part I Taluks
	Part II – Towns
IV	Literacy by community and age
	Part I—Taluks
	Part II—Towns
V	Literacy by selected castes
VI	Literates classified by qualification and community
VII	Area, population and density of taluks by natural divisions and acreage under chief crops
VIII	Pakuthi Register
IX	Part I, Hindus by caste and tribe
	Part II, Christians by sect

APPENDIX XXII.

The Date of Printing of Report and Tables.

Detail.	Date of despatch to the Press.	Date of strike-off order.
Report.		
Introductory	14-7-1942	26-9-1942
General	3-8-1942	26-9-1942
Occupational	7-8-1942	3-10-1942
Cultural	18-8-1942	5-10-1942
Imperial Tables.		
Table I to IV	7-10-1941	28-2-1942
V	7-10-1941	4-3-1942
VI	30-10-1941	23-3-1942
VII	30-10-1941	23-3-1942
VIII Part i.	31-1-1942	19-4-1942
ii.	11-3-1942	25-4-1942
iii.	25-3-1942	25-4-1942
IX	31-1-1942	19-6-1942
X	3-1-1942	19-6-1942
XI	3-1-1942	10-7-1942
XII	3-1-1942	2-7-1942
XIII	12-1-1942	2-7-1942
XIV	12-1-1942	2-7-1942
XV	31-1-1942	3-7-1942
XVI	31-1-1942	3-7-1942
Provincial Tables I	3-1-1942	15-7-1942
II	3-1-1942	15-7-1942
State Tables.		
Table I	28-3-1942	15-7-1942
II	24-3-1942	15-7-1942
III (i)	11-4-1942	15-7-1942
(ii)	17-4-1942	5-8-1942
(iii)	11-5-1942	29-8-1942
IV (i)	22-5-1942	29-8-1942
(ii)	22-5-1942	3-9-1942
V	6-8-1942	24-9-1942
VI	1-8-1942	24-9-1942
VII	1-8-1942	24-9-1942
VIII	1-8-1942 3-8-1942	24-9-1942
IX	21-9-1942	19-10-1942

APPENDIX XXIII.

List of Important Government Orders pertaining to the Census.

Number.	Date.	Purport.
R O. C. 4811/38/Genl.	15th September, 1939	Appointing Mr. M. Govinda Pillai, B. A., Financial Secretary to Government, as Census Commissioner for Travancore in addition to his normal duties.
D. Dis. No. 2672/39/Genl.	18th December, 1939	Requesting all Heads of Departments and Municipal Presidents to treat all communications from the Census Commissioner as urgent.
D. Dis. No. 478/40/Genl.	9th March, 1940	Informing that the Superintendent, Government Press, has instructions to arrange for the prompt execution of printing work in connection with the Census.
D. Dis. No. 576/40/Genl.	23rd March, 1940	Informing that instructions have been issued to the Libraries concerned to lend such books as may be required from time to time.
D. Dis. 618/40/Genl.	29th March, 1940	Ordering the arrangements for field-work organisation.
R. O. C. 8206/39/Genl.	5th April, 1940	Appointing Mr. M. Govinda Pillai B. A., Financial Secretary, as full time Census Commissioner.
D. Dis. No. 702/40/Genl.	10th April, 1940	Informing that the staff under the Land Revenue and Income Tax Commissioner has instructions to attend promptly to the references from the Census Commissioner without the entertainment of additional staff in taluk offices.
R. O. C. No. 2284/40/Genl.	15th April, 1940	Sanctioning the appointments to be made in the Census Department being effected by the Census Commissioner without reference to the Public Service Commissioner.
D. Dis. No. 786/40/Genl.	22nd April, 1940	Approving the General Plan of Operations for the Census.
R. O. C. No. 2890/40/Genl.	22nd May, 1940	Sanctioning the Houselisting and Housenumbering work in connection with the Census being carried out by the normal Revenue staff in the rural areas, by the Municipal staff in Municipal towns and by the Conservancy staff in the census towns.
D. Dis. No. 1045/40/Genl.	6th June, 1940	Ordering that Tahsildars may be retained in their present stations till the final Census is over and all records are transferred to the Census Office and that Pakuthi Accountants and Proverthicars shall not be transferred till houselisting and housenumbering are over.
D. Dis. No. 1171/40/Genl.	19th June, 1940	Postponing the Jamabundy inspection till after the 15th Kanni, 1116—M. E.
R. O. C. No. 3940/40/Genl.	6th July, 1940	Notification issuing the instructions with regard to the questions in population Census and Subsidiary Enquiries.
D. Dis. No. 1429/40/Genl.	16th July, 1940	Sanctioning the services of the Land Records Maintenance Staff of the Revenue Department with the Supervisor in each taluk being utilised for the Census work.
D. Dis. No. 1478/40/Genl.	23rd July, 1940	Suspending the Jamabundy work in 1116—M. E.
D. Dis. No. 1571/40/Genl.	9th August, 1940	Approving the Census Code.
R. O. C. No. 3940/40/Genl.	20th August, 1940	Notification re: the rules for the Enumeration of Persons Part I A Enumeration Card for Males, Part I B Enumeration of Females, Part II Economic Survey Form.
R. O. C. No. 766/40/C. S.	3rd September, 1940	Appointing Mr. A. Narayanan Tampi B. A. (Oxon) Bar-at-law, Principal, Training College, as Census Commissioner.

APPENDIX XXIII.—(*Contd.*)

List of Important Government Orders pertaining to the Census.

Number.	Date.	Purport.
R. Dis. No. 1844/40/Genl.	17th September, 1940.	Defining the standard of literacy as "ability to read and write."
D. Dis. No. 2553/40/Genl.	11th December, 1940	Declaring the 2nd and 3rd January, 1941, as also holidays for schools, thereby extending the number of Christmas holidays to 16.
D. Dis. No. 39/41/Genl.	8th January, 1941	Sanctioning the 27th and 30th Dhanu, 1116 M. E. being declared as holidays for the Education Department to facilitate the completion of the Preliminary enumeration work in time.
D. Dis. No. 329/41/Genl.	5th February, 1941	Ratifying the action of permitting the Charge Superintendents to arrange for the Supervisors being asked to meet them on a specified date to take delivery of the enumeration books before the final Census, instead of the Charge Superintendents handing over the books to the Supervisors at the various centres between 22nd and 25th February.
D. Dis. No. 328/41/Genl.	15th February, 1941	Approving the proposal to commence the final checking from the 22nd February instead of on the 27th as scheduled in the Census Code.
D. Dis. No. 363/41/Genl.	19th February, 1941	Requesting the Commissioner, City Corporation, Trivandrum, Presidents of Municipal Councils, and Tahsildars to arrange for the births and deaths occurring from the 22nd February to the 1st March, 1941 in their respective jurisdictions being reported to the registering authorities within 24 hours of their occurrence.
D. Dis. No. 363/41/Genl.	19th February, 1941	Informing all Heads of Departments and Offices that the services of some of the subordinates may become necessary for the census work and on requisitions being made by the Charge Superintendents, they shall take up census work between the 22nd February and the 1st March, 1941 and that they shall be considered as on duty during this work.
D. Dis. No. 366/41/Genl.	20th February, 1941	Requesting the Chief Engineer to arrange for all ferries being closed in connection with the Census from 6 A. M. to 11 A. M. on the 1st March, 1941.
R. O. C. No. 896/41/Genl.	21st February, 1941	Declaring the 26th, 27th and 28th February as holidays for Schools and the 1st March as a public holiday throughout the State (the intervening days being holidays).
D. Dis. No. 669/41/Genl.	27th March, 1941	Instructing the Census Commissioner to proceed to full Tabulation and there-from to the Report Stage and to make the Census Report as full and exhaustive as that of 1931.

APPENDIX XXIV.

List of important Circulars from the Census Commissioner for India.

No.	Date.	Subject.
66/1/40	17th January, 1940	General scheme illustrating the basic principles, list of questions and draft instructions to enumerators.
183/1/40	30th January, 1940	Definition of towns.
2/2/40	1st February, 1940	Suggestions for reading.
4/2/40	5th February, 1940	Re : Census Conference and agenda.
50/2/40	10th February, 1940	List of Superintendents of Provinces and States.
176/2/40	27th February, 1940	Allocation of Provinces and States for enumeration.
D. 188/3/40	16th March, 1940	Instructing Superintendents to keep one another informed of the Circulars, etc., of general importance.
9/Enumeration	27th March, 1940	Re : recording of caste.
D. H./4-40	2nd April, 1940	General attitude towards caste controversy.
D. 128/4-40	24th April, 1940	Recording of age.
12/Enumeration	29th April, 1940	Adjustment of population of previous censuses for changes in area.
No. 1/Comp.	25th May, 1940	List of Industries.
	8th June, 1940	General scheme of enumeration and tabulation.
No. 2/Comp.	22nd June, 1940	List of Means of Livelihood.
118/7-40	18th July, 1940	Excluding "able to read only" from "literate".
4/Comp.	20th August, 1940	Re : Tabulation.
196/20	4th September, 1940	Explanation of the questions on industry.
56/8-40	27th September, 1940	Supplementary instruction re : enumeration.
	13th October, 1940	Provisional figures of population in Provinces and States.
D. 132/9-40	17th October, 1940	Re : answers to the question on paid assistants and industrial employees.
19/Enumeration	17th October, 1940	Calling for lists of districts.
20/	25th November, 1940	Calling for lists of towns.
22/	26th November, 1940	Re : communication of district and State provisional totals.
10/Comp.	20th January, 1941	Necessity for uniformity in tabulation.
22/Enumeration	11th February, 1941	Re : Provisional totals (rounding of figures).
	14th February, 1941	Possibility of tabulation being dropped by Government of India.
1/Report	22nd February, 1941	Re : Synoptic Essay.
10/Comp.	6th March, 1941	Scheme of reduced tabulation.
2/Report	10th March, 1941	Suggestions for future administration report.
10/Comp.	15th March, 1941	Storage and custody of slips pending future tabulation.
12/Comp.	2nd April, 1941	Subsidiary Tables.
15/Comp.	9th April, 1941	Housing statistics.
14/Comp.	12th April, 1941	Fertility data.
9/Comp.	15th April, 1941	Controversy on Hindi under script.
13/Comp.	15th April, 1941	1/50 sample use and test.
76/5-41	8th May, 1941	Progress report of Tabulation.
20-8/5-41	8th May, 1941	Format of census tables.
204/3-41	15th May, 1941	Divergency in the areas of States and Provinces.
3/Report	4th June, 1941	Volume numbers for Provinces and States.
47/7-41	5th June, 1941	Calling for Tables in proof.
130/6-41	11th June, 1941	Form of census tables.
149/6-41	17th June, 1941	Principal and subsidiary means of livelihood.
1/Report	7th July, 1941	Synoptic Essay.
121/4-41	29th July, 1941	Calling for copy of village tables.
4/Report	8th August, 1941	Census volume design etc.
No. 2/C/13/841	13th August, 1941	Direct correspondence on census matters.
D. 98/8/41	14th August, 1941	Necessity for sorting of tribes by religion.
D./7-8-41	27th August, 1941	Correction of age-groups.
124/9/41	12th September, 1941	Paper, type, etc., to be used for Report.
134/9/41	15th September, 1941	Points regarding the printing of the Report.
4/Report	11th October, 1941	Binding of Report.
9/C-6/10-41	16th October, 1941	Adoption of double-column printing.

APPENDIX XXV.

CIRCULARS ISSUED BY THE CENSUS COMMISSIONER, TRAVANCORE.

Number.	Date.	Purport.
1	22-4-1940	Requesting to furnish a list of special areas like Ports, Factories, Landing ghats etc.
2	14-5-1940	Docket forwarding sanction of Government for treating 17 Municipal towns and 29 Police Conservancy towns for the purpose of the Census.
3	3-6-1940	General instructions regarding the preparation of buildings register.
4	18-6-1940	Defining duties of Sanitary Circle Officers.
5	19-6-1940	Instructions regarding distribution of English forms of house-lists and regarding commencement of house-listing in special areas at a later stage. Also requests to send up an estimate of the numbers of houses having no walls, to paint the numbers so that the number of card-board tickets necessary for the purpose can be arranged to be made.
6	24-6-1940	Sending house-list forms for 20 percent excess of the number of buildings over those in the last Census. Requesting to report the date of commencement of house-listing operations.
7	30-6-1940	Corrections to the instructions regarding the register of buildings.
8	30-6-1940	*House-listing.* House listing in estates, Plantations and forest areas may be commenced at a later stage and then the numbering and listing done together. House listing and numbering in reserved forests should be conducted by the Forest Department. Revenue Department should be responsible for all the Census operations in Grazing blocks and Fuel and fodder reserves. Charge Superintendents should report the date of commencement of house-listing and submit weekly progress reports. House-listing must proceed on a well-arranged plan. The total number of houses may be divided into six and efforts made to see that 1/6 is finished every week.
9	2-7-1940	Public Health subordinates should send weekly progress report regarding house-listing in Conservancy towns to the Tahsildar and the latter should send the consolidated progress report to the Census Commissioner. If accurate figures regarding number of houses in 1931 are not available, column No. 3 may be left blank.
10	6-7-1940	Instructions for making up the block-lists.
11	8-7-1940	Instructions for filling up the general village-register. 2 copies sent, one for record in the Taluk Office and the other to be returned duly filled up after the final Census.
12	13-7-1940	Instructions for minimising the use of card-board tickets for numbering the houses without walls etc., Permitting the painting of the numbers on planks, bricks, tin-pieces etc.
13	23-7-1940	Instructions for submitting Abstracts of House-lists by the Tahsildars and Municipal Presidents to the Census Office. Circular supplementary instruction 12 of the rules for house-listing.
14	27-7-1940	Instructions for the prepartion of the Block-list. General statistics regarding villages on the wrapper of the block-lists.
15	13-8-1940	Requesting to scrutinise carefully the distribution-list of forms so as to avoid indiscriminate indenting, especially for house-list forms.
16	17-8-1940	Intimating the date of commencement of house-listing and house-numbering in Estates and Forest areas 15-9-1940.
17	20-8-1940	Instructions regarding house-listing and house-numbering in Estate-Blocks.
18	22-8-1940	Instructions regarding the numbering of houses, be done in tar and vouchers submitted for expenses incurred.
19	28-8-1940	Instructions regarding the use of card-board tickets for house-numbering.
20	30-8-1940	Correction in the instruction for house-numbering.
21	7-9-1940	Additional instructions regarding house-listing and house-numbering.
22	7-9-1940	Directions regarding the formation of Circles and Blocks.
23	12-9-1940	The services of the Assistant Charge Superintendents should be utilised for checking the enumeration figures. They are not expected to check house-numbering.
24		Detailed printed instructions regarding house-numbering, requesting to furnish full details regarding special institutions like Schools, temples, inns and libraries. Classification of buildings unoccupied and unoccupiable. Reasons for being unoccupied along with the house-number write the block-number also.
25	17-9-1940	Requesting to furnish details regarding the different kinds of weights and measures commonly used and their relation to any standard weight or measure prescribed by Government. Details to be collected by the subordinates engaged in house-numbering.
26	24-9-1940	Regarding selection of Enumerators and Supervisors for the Population Census. Preference to School-masters of Government Schools, where it is not possible to select from the field staff of the Land Revenue and Public Health Departments and Municipal employees. For estate blocks and estate circles the selection will be made by the Tahsildar in consultation with the Managers of the Estates. One Enumerator shall be appointed for each block ordinarily and one Supervisor for each circle.

APPENDIX XXV—(*Contd.*)

Number.	Date.	Purport.
27	24-9-1940.	Instructions for the preparation of the Charge and Circle-Register. Registers to be submitted for approval and return before 20-10-1940.
28	25-9-1940.	Requesting to push on house-numbering work so as to complete the same within the stipulated time.
29	25-9-1940.	Requesting to prepare an extract of the register for the purpose of economising and had over the same to the Assistant Charge Superintendent.
30	5-10-1940.	Requesting to make enquiries regarding Kalaries and furnish statement in the prescribed form.
31	5-10-1940.	Regarding giving numbers and sub-numbers to Factories, Railway stations, hospitals, jails and other institutions.
32	11-10-1940.	Communicating sanction of Government for the bills on account of purchase of tar being drawn by the Tahsildars from their respective Treasuries after countersignature by the Census Commissioner.
33	11-10-1940.	Individual detached buildings included in special institutions like Factories, Railway stations etc., to be distinguished by a separate letter suffixed to it as ex. 136 (a) &.
34	11-10-1940.	Calling for a statement in the prescribed form regarding the number of blocks and circles constituted in each Charge and the number of Supervisors and Enumerators required to carry on preliminary enumeration.
35	12-10-1940.	Further instructions regarding house-numbering.
36	19-10-1940.	Informing the Charge Superintendents that the selection of teachers from Aided Schools need be considered only when other Government employees are not available.
37	12-11-1940.	Instructions regarding the procedure to be followed in the distribution of pads and the method of using them.
38	12-11-1940	Intimating the extension of time for the conduct of training classes up to 24-11-1940.
39	13-11-1940.	Instructions regarding the enumeration of the occupants of hostels and such special institutions.
40		Instructions regarding the details of enumeration
41	14-11-1940.	Requesting to furnish a list of teachers engaged in the Census work to the Director of Public Instruction.
42	14-11-1940.	Requesting the Assistant Charge Superintendents to check 20 per cent of the enumeration work from the commencement of the enumeration and submit weekly progress reports.
43	29-11-1940.	Requesting to send the practice slips duly filled up.
44	29-11-1940.	Instruction for the enumeration of the special institutions and special households.
45	30-11-1940.	Regarding variation of population recorded in house-register.
46	30-11-1940.	Defining duration of marriage in respect of married women.
47	3-12-1940.	Regarding the checking work of enumeration by Assistant Charge Superintendents.
48	6-12-1940.	Instructions regarding enumeration after examining the practice slips.
49	12-12-1940.	Instruction to describe all School-going children as "[illegible]".
50	13-12-1940.	Instructions regarding the checking of preliminary enumeration.
51	14-12-1940.	Instructions regarding the numbering of enumeration pads
52	14-12-1940.	Requesting to furnish indents for English pads for use in the special institutions.
53	15-1-1941.	Requesting to report the date of completion of preliminary enumeration.
54	15-1-1941.	Requesting to prepare and forward the abstract of the Circles.
55	24-1-1941.	Explaining the implication of the term 'Floating Population'
56		Instructions for final enumeration.
57	12-2-1941.	(For estates only) Requesting to include the number of coolies engaged.
58	12-2-1941.	Instruction regarding the enumeration of people moving away from one place to another after preliminary enumeration.
59	19-2-1941.	Instructions regarding the submission of provisional totals.
60	26-2-1941.	Arrangements regarding the retransportation of filled-up pads.
61	26-2-1941.	Provisional totals to be confirmed by written report. Further instructions regarding final enumeration.
62	28-2-1941.	Instructions regarding the despatch of filled-up pads to the Census Office.
63	5-3-1941.	Sending a copy of the general instructions issued by the Director of Transport regarding the retransportation of pads.
64	6-3-1941.	Requesting the Charge Superintendents to vouch for the correctness of the entries in the pads.
65	16-4-1941.	Requesting information regarding unused pads and instructing to hand over such excess to the respective Assistant Charge Superintendents.
66	26-7-1941.	Requesting to send up the Acquittance Rolls of the Enumerators and Supervisors for the remuneration paid to them.
67	25-8-1941.	Circular letter requesting the Charge Superintendents to give details of their difficulties in the census work and to furnish suggestions for the future.