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ADMINISTRATION
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DEPARTMENT.

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ADMINISTRATION
REPORT
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F. 9 - Report.

CENSUS OF SIND 1941.

Administration Report.

Introduction.

Sind having been separated from Bombay after 1931, the Census of India, 1941, was the first of the decennial series to include the Province as a distinct Census unit.

Successive Superintendents of the Bombay-Sind-West of India States Census have expressed their inability, from the sheer size of their charge, to devote to Sind the amount of attention it required; and it is the more regrettable that, on the first occasion that the Province was given its own Superintendent, and when a number of important innovations were introduced in the taking of the Census, the War has prevented the operations from being taken to their regular conclusion, only a restricted compilation being found feasible. I may express a hope that the halt now ordered may prove to be temporary only.

Chapter I.

SUPERINTENDENCE.

1. Preliminaries.

I received notice of my impending appointment as Superintendent of Census Operations, Sind, in 1938, and took occasion to represent that as this Census would be first held in Sind as a separate Province, there would be initial difficulties in its organization which rendered it desirable for me to enter upon my duties earlier than Superintendents in Provinces having a well defined background of previous Censuses. These views were accepted, and I was informed that I should take up my appointment in October 1939. On receipt of these orders, while on leave in England, I followed the advice contained in the Administration Report of the Bombay-Sind Census of 1931, and wrote to the Chief Secretary of the Sind Government, requesting him to second an officer for the post of Head Clerk, and to make the other arrangements suggested by Mr. Dracup. In addition, I inquired whether the papers relating to Sind had been separated from the records of the 1931 Census, and suggested that if not, the Government of Bombay might be asked to undertake this.

On arrival at Bombay I found that there was some misunderstanding there on this latter point, which had been referred to the Government of Bombay by the Sind Government, and I had to join in

Karachi without obtaining what I required. The Chief Secretary to the Government of Sind had been so good as to give effect to my request to appoint my Head Clerk and Camp Clerk, and after drawing up a rough budget for the immediate requirements of my Office, and finding after a long search suitable accommodation for it in a rented building, I obtained permission to proceed to Bombay to sort out the 1931 Census Record. This occupied five days, as it was necessary not only to extract papers from a very large number of files, but to make copies and précis of papers which could not be removed.

After returning to Karachi, nearly two months elapsed before the Government of India's decision to proceed with enumeration was communicated, and the interval was employed in reading up previous Reports, and the Census Code and other papers of 1931, to obtain a general idea of the difficulties previously encountered, and of means to overcome them and affect improvements.

The Government of India having decided to proceed with Enumeration, the Census Commissioner intimated that the system to be followed on this occasion would be de-jure instead of de-facto; or rather, non-simultaneous instead of simultaneous; and that a standard form of slip would take the place of the old "General Schedule", thus eliminating the process of slip-copying. He also communicated a General Scheme of procedure, and a provisional Census Questionnaire, and a conference of Superintendents was called in Delhi for February 20th-22nd.

The proceedings of this Conference have been printed, and it is not necessary to refer to them in detail, or to lay stress on the great advantage of such a meeting and exchange of views before proceeding to the active stage of the Census.

Broadly speaking, the result was that the great variety of administrative and other conditions between Province and Province, which emerged from the discussions, was accorded full recognition, the Census Commissioner granting all Superintendents discretion in evolving enumeration schemes suited to their Provinces, subject to a limited number of coordinating principles.

The enumeration scheme evolved for Sind will be discussed in Chapter II.

2. Establishment.

The statement below gives the details of the staff

recruited for the office of the Provincial Superintendent:-

No.	Designation	Date of Appointment	Salary	Allowances	Remarks
1	Head Clerk	6-10-1939	200-15/2-260 Spl. Pay 30	Karachi Compensatory Allowance at Rs. 30/-	Permanent Government Servant (Acting Mukhtiarkar)
1	Camp Clerk	3-10-1939	40-5-60	Karachi Compensatory Allowance at Rs. 7-8-0	
1	Accountant Clerk	1-10-1940	60	Karachi Compensatory Allowance at Rs. 10-0-0	
1	Naik	16-10-1939	21/-	(
3	Peons		17/- each	(Karachi	
	One on	4-10-1939		(Compensatory	
	Two on	28-12-1939		(Allowance at	Both dis-
				(Rs. 2-0-0 and	charged
				(House Rent at	after tour-
				(Rs. 4-0-0	ing season
				(each.	on 30-4-1940
					and one
					re-appointed
					on 18-9-1940

There were no less than three incumbants of the post of Head Clerk. Mr. Sukhrandas was in charge for the first eight months but had to proceed on leave on Medical Certificate. Mr. Mahomed Waris, his successor, left after three months for the same reason, and I was fortunate to obtain in his place the services of Mr. Choithram, who remained in office up to the close of the operations.

As the work is so specialised, these changes had an adverse effect on the efficiency of the office at critical stages, and for the future I recommend that particular weight should be given to the physical fitness of candidates for the post. I should add that I am under great obligations to the Government of Sind for making available the services of the officer, I finally selected.

The Head Clerk to the Superintendent of Census must, in order to discharge his duties efficiently have been a success in the post of Taluka Head Munshi, Sheristadar, or Chitnis, if he has not served as a Mukhtiarkar. Good experience in accounts and in running an office is essential; and as noted by Mr. Dracup, he should be capable of taking decisions and dealing with referenees on all matters of urgency, but of secondary importance, in the absences on

tour of the Superintendent. Resourcefulness and initiative are both highly desirable, and in addition a good knowledge of Sind and its people in general, and ability to translate anything into appropriate Sindhi, will be found very valuable. Recourse to the Sindhi Translator's Office is not always possible; nor have I very high opinion of some of its productions.

I had considerable difficulty in securing the sanction of the Government of India to the conferring, on any individual who might hold the post, of the status of Mukhtiarkar. This I regard as indispensable: for after what has been stated above as the qualifications needed for the post, it will be obvious that any officer possessing them is sure to be taken up at any moment to serve as Mukhtiarkar. The Census Office is ordinarily in existence for three years: it is desirable that the Head Clerk should serve continuously: and it is therefore necessary to make the post attractive to an ambitious man.

The Camp Clerk must be a good typist and stenographer; previous experience, of Touring and as a Record Clerk, is desirable but not essential.

3. Touring.

I entirely endorse Mr. Dracup's view, that "a few minutes conversation will do more to remedy defective methods, about to be employed, than a whole sheaf of circulars".

Touring with this object in view was far more necessary during this Census than previously, as a novel system of enumeration was employed.

On my first tour, which extended for several weeks before and after the Census conference, my main concern was to ascertain from local officers, including those who would be actually doing duty as Enumerators, what the effect of introducing a non-simultaneous system would be, what time would be required for each stage, and to what extent the Census machinery could be articulated to the regular Administrative machinery in each grade.

The scheme drawn up as a result received the approval of the Census Commissioner in the beginning of June 1940, and this was immediately followed up by issue of the preliminary Circulars, and preparation of the Provincial Census Code was begun.

The first step in the active proceedings was, as in

previous years, the production of the General Village and Town Registers, and formation on this basis of Circles, and Blocks appropriate to the new system. As unexpected delay had occurred in the sanctioning of the scheme, it was very necessary to see that the preliminary stages were carried out according to programme, and in July I undertook a rapid tour of the District Head Quarters, with this object. I also took the opportunity of addressing meetings to explain the objects of the Census, to remove apprehensions that it might be connected with conscription for the army, and I also appealed for influential public support. I then, with the approval of the Census Commissioner, proceeded to Quetta to discuss problems of mutual interest to Sind and Baluchistan with the Superintendent of the latter Province.

During August and September, the remaining parts of the Sind Census Code were compiled and issued, and on October 1st I started for an extended tour, designed to include visits to as many "Charges" as possible while the Processes of House Listing, House numbering, and Enumeration were actually in progress.

This tour continued, with a few intervals devoted to superintendence of the work in Karachi City, from October 1st 1940 to February 2nd 1941 and in its course I visited fifty-eight out of the sixty seven Rural Charges, twenty eight out of the thirty one Municipal Charges, and all Cantonment and Military areas.

At each Head Quarter meetings of Supervisors and Enumerators were called to explain their difficulties, and to be shown by actual demonstration how to question persons of different types and how to fill up the Enumeration slips. The Charge Superintendents also had the opportunity of discussing the general arrangements in their areas, and the District Census Officers generally found no difficulty in attending a meeting, of which they were given fair notice, at their Head Quarters. I think it is not too much to say that this tour was of essential value. In its early stages, the experiences of the men actually engaged in writing up the house lists etc., related at first hand, enabled me to correct several errors into which I had fallen, for instance in translation; to explain ambiguities, and to supply omissions in the instructions. Mistakes which I found occurring at the start of the proceedings in one area could thus be communicated as

a warning to all concerned, and the remedy applied, before much harm was done. This involved the issue of a considerable number of supplementary circulars in the course of the three months before Christmas 1940. I may mention in this place that a Duplicator is a most necessary article in the Census Office.

The value of the tour was at least equally great, in keeping the Charge Superintendents up to the mark. The success of the new enumeration system depended in the main on the amount of interest taken in it by these officers personally: and as it was known that I would inspect the work in almost every Charge, and that slackness could hardly be concealed, the majority took pains to have it well in hand. In a number of cases however I was compelled to issue severe inspection memoranda, drawing the Collector's attention to the matter. For obvious reasons, e.g., to save time, I issued orders directly to the Charge Superintendents, sending copies to the District Census Officers. In the circumstances, such "short circuiting" of the Collectors would not be avoided.

Even by the exercise of this pressure, it was found quite impossible to keep the performance of the work in all Charges up to the time schedule prescribed. Fortunately the programme allowed ample time for extension of the period of Provisional Enumeration, without producing any adverse effect on accuracy.

I also took the opportunity, on this as on other tours, of gathering at first hand as much information as possible, on social customs, economic conditions and other matters affecting the people of Sind, for the purposes of the Census Report.

My final tour occupied the fortnight from February 10th to February 24th inclusive. It was undertaken with three objects:-

- (1) Ascertaining that the instructions for Final Enumeration were understood in all Districts; and
- (2) Arranging for the supply of adequate additional enumeration pads for all Charges, by transfer from one to another, or in some cases from one district to another;
- (3) Personal investigation of certain specific complaints impugning the accuracy and bonafides of Census work.

This was followed by supervision of the Final Enumeration in Karachi City and Cantonments and the vicinity. From the

above narrative of my proceedings it will be gathered that I attempted by touring to extend my personal supervision as far as it was physically possible to do so, and it may be felt that this was carried to excess, in that it was usurping the functions of the District Census Officers.

I am not a believer in "keeping a dog, but barking one's self"- in other words, of doing my subordinates' work:- but the present occasion was peculiar.

In the first place, the system of enumeration was revolutionary, and was entirely my own design, so that I had a particularly strong interest in seeing that it worked.

Secondly, I am well aware of the very exacting pre-occupations of Collectors under Provincial Autonomy; now, of course, increased owing to the War.

Thirdly, the comparatively small size of the Province of Sind rendered it possible for me to attend personally to much more than would have been practicable in, say, the United Provinces or the Punjab; and as the only full-time Census Officer, it seemed but fair that I should take over as much of the burden as possible.

I shall discuss later on the claims of the 1941 Enumeration system to be adopted, with such modifications as experience suggests, for the Census of 1951. If it is followed in its main outlines, the experience gained by all grades on this occasion should remove many of the difficulties, which were mainly due to the unfamiliarity of the scheme.

The perennial obstacles of inertia and procrastination are however sure to be encountered: it is not to be expected that the Census work, being an additional and heavy burden, will be tackled with enthusiasm, or even serious application by more than a small minority of those engaged in it. The general tendency is to get over the various stages by spasmodic bursts of activity, and it is obviously desirable to smooth these out into a more consistent and continuous effort. I will examine this question in greater detail under the Enumeration Chapter; but for the present it may be stated that intensive touring by the Provincial Superintendent during the Enumeration period is necessary to stimulate the local officers. I performed by far the greatest part of my touring in my own car, in which I covered on the average 1000 miles per month. The quicker tours round District Head Quarters were by train, and for the Kohistan, horses and camels were employed.

4. Relations with the Provincial Government and Local Departments of the Central Government.

I may be permitted at the outset to express my thanks for the ready cooperation I received from the Government of Sind throughout the operations.

The Chief Secretary having approved the Enumeration scheme, I was allowed a completely free hand in putting it into practice and the assistance which I required from various Departments- mainly the part-time services of their staff- was placed at my disposal.

So far as mofussil enumeration is concerned, the basis was, as before, the Revenue Department, every district official performing Revenue administrative duties being assigned some executive function in the Census, with the exception of the Assistant/Deputy Collectors, who however performed general supervision, in many instances relieved the District Census Officers from part of their work, and also carried out special economic enquiries.

The Public Works and Forest Departments supplemented the Revenue Department, the former providing a very large number of Enumerators and Supervisors, particularly in the Barrage Area, and the latter undertaking enumeration in its own areas. I would express my thanks to the heads of these Departments for the way in which they placed the services of their staff at my disposal. I am also particularly grateful to the Officers of the North Western and Jodhpur Railways for the very active cooperation which I received from them throughout.

In Karachi City, my obligations are far more extensive for I was compelled to apply to almost every Government Department, Provincial and Central, for the part time services of a heavy proportion of their clerical staff. It is not necessary to do more than mention the facts that almost every office concerned was already overworked, and that my requisitions occasioned considerable difficulty and trouble. I may merely add that in only a very few cases had I reason to complain of the degree of cooperation received, and acknowledge gratefully the ready assistance of the great majority.

Of the Naval, Military, Air Force, Cantonment, Port Trust, Customs, and Salt Departments, I need say no more than that the most whole-hearted and efficient cooperation was forthcoming and

that I was able to leave them to carry out their part with complete confidence. To these authorities I am particularly indebted.

5. Relations with Local Self Governing Bodies.

All Municipalities in Sind were constituted Census Charges with the exceptions of Karachi Corporation and Hyderabad Municipal Borough, which as "Cities" were made into Census Districts.

The District Local Boards were called upon for the services of a number of their staff as enumerators and supervisors. They were also required to afford the same assistance as in previous years, in bearing the expense of house-numbering, petty stationery, etc., up to a certain figure. I am grateful to these Bodies for their cooperation.

All Municipalities and District Local Boards agreed to undertake the same financial obligations as before. All Municipalities carried out Enumeration in their areas. I dealt directly with the Chief Officers of Municipalities in the same way as with Taluka Officers, and in no case had any difficulty in obtaining cooperation. The standard of the organization, and work in general, of course varied considerably, depending on the personality, authority, and outlook of the Chief Officer, in the same degree as in the Talukas they depended on the qualities of individual Mukhtiarkars. The intelligent and vigorous cooperation of a number of the Municipal Chief Officers left nothing to be desired.

6. Relations with Khairpur State.

The State Census Officer took the keenest possible interest in the Census Operations, and attended personally to every detail. His enthusiasm and energy produced an excellent standard of work, and the State Returns reached me before those of any British District. I did not undertake much detailed inspection of Charges in the State, as it was evident that my attention was less required there than elsewhere.

Chapter II.

ENUMERATION.

A. General principles and their local adaption.

The basic principles for Enumeration prescribed by the Census Commissioner were,

- (i) Fullest possible articulation of the Census with the existing administrative machinery.
- (ii) Disappearance of the old single night simultaneous check, for adjustment of movements of the population.
- (iii) Division of the population into broad categories of "House-hold" and "Floating", and enumeration of the former at the houses they usually live in.
- (iv) A central date, (morning of March 1st) fixed as the reference time for taking account of births and deaths
- (v) No special enumeration of Railway travellers on this central date.

Subject to the above provisions, the Census Commissioner gave Superintendents full discretion to evolve an enumeration scheme suited to local conditions.

Methods followed prior to the 1941 Census.

The first principle mentioned above, had been followed in Sind in previous Censuses: the basis being the Revenue Department. Thus Collectors, Mukhtiarkars, Supervising Tapadars, and Tapadars, became respectively District Census Officers, Charge Superintendents, Supervisors, and Enumerators.

But in 1931, the Talukas of at least two Districts were divided into two Rural Charges, the Mukhtiarkar (presumably) being responsible for one, and the Taluka Head Munshi for the other: and the Tapadars seem to have been given the duties of Enumerators in the earlier stages, later combining this function with that of Supervisor. House Numbering appears to have been done exclusively by the Tapadars, in the rural areas.

After completion of this stage, the personnel of almost all other Government Departments, and of the Local Boards, were requisitioned for Census duty as Supervisors and Enumerators; and they were supplemented by a substantial number of private persons for the preliminary Enumeration. But it was still necessary to

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enlist a very large number of additional Enumerators for work on the final night of the Census: and in most cases the original Blocks, in which the Preliminary Enumeration had been performed by a single enumerator, were split up into a number of sub-blocks.

The reason for this was of course, that for the Census night the size of a block had to be limited, whether in area or number of houses, to what a man could cover in four or five hours.

The average number of houses to these blocks appears to have been 39: there were about 20,000 Blocks in the whole of Sind, including Khairpur State, to cover a population of about 40 lakhs, giving an average of 200 persons to a Block. There were nearly 1700 Circles, giving roughly 12 Blocks to a Circle. The superficial area of the Province is about 54,000 square miles, so on the average a Block was between $2\frac{1}{2}$ and 3 square miles in extent. It should be mentioned that there were considerable areas in the Province to which the standard system could not be applied owing to their physical difficulties. In some of these the final check was taken in the afternoon, in others it was spread over two days, and in others it was dispensed with altogether.

Reduction of Enumeration "Blocks" under the new system.

The Census Commissioner having on this occasion ordered the adoption of a non-simultaneous method of enumeration as the rule, instead of as the exception, it was at once obvious that the size of the Blocks could be very much increased, the number of enumerators reduced to a corresponding degree; and a very much closer articulation of Census divisions to regular administrative divisions became possible.

From this, the logical step was to arrange Blocks, so as to remain unaltered from start to finish of the operations, in charge of a single Enumerator; if possible, the same individual.

It also became possible to dispense almost entirely with the services of private persons as Enumerators in the Rural areas: a desirable step, since the new form of Enumeration slip needed well educated and trained men to deal with it adequately.

This was complementary to the principle of having all Blocks in the Rural areas coinciding with, or forming part of, the beat of a Government servant performing regular administrative

functions there.

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In Municipalities, all of which except the Cities of Karachi and Hyderabad were made Urban Charges, it was clear that no revolutionary changes in organization need follow from the new system: but that as the Blocks could be more extensive, the required number of Enumerators could generally be found from the Municipalities' own staff.

The average number of houses to form an ordinary Rural Block was the next consideration. Obviously this would depend on the number of days allotted to enumeration; and another important factor was the availability of suitable personnel. My first idea was to have a Round of about six weeks, the average Block to be of 1000 houses. After the discussions in the Census Conference, it appeared desirable to curtail the period to 15 days, and the average number of houses for blocks on this basis was reduced to 400. Finally I found that this system could not be applied in certain difficult tracts, e.g. the Desert and Kohistan, in which the available suitable personnel was scanty, and the area of the Blocks vast: and the method actually adopted was to perform the provisional enumeration of the "house hold" population at the same time as house numbering, in a long round: while the adjustment of this work, and record of the floating population, was made in a second round of seven days in Rural Blocks and three days in Urban Blocks.

I will discuss this in greater detail later. The effect of the adoption of the new system, so far as employment of personnel is concerned, was to produce the enumeration of Forty-five lakhs of persons, by three thousand seven hundred enumerators; giving an average of about 1200 persons to an Enumerator. The number of houses in the Province being over eight lakhs, each Enumerator had on the average to visit 230 and the average size of his block was about 14 square miles.

While the number of Blocks was thus reduced to less than $\frac{1}{5}$ of in 1931, the number of Circles was about $\frac{2}{5}$ of the 1931 figure. In 1941, the average number of blocks in a Circle was six, as against 12 in 1931.

These general averages however do not reflect the vast difference between the averages of Urban and Village Blocks on the

one hand, and Rural Blocks on the other: The average Rural Block had about 500 houses: but the largest contained over 1500. As to area, in the Thar, Blocks of more than 100 square miles were not uncommon.

On the other hand, there were village blocks with as few as ten houses.

I may emphasise that these extraordinary differences were due entirely to the local availability, or other wise, of suitable personnel for duty as enumerators.

B. Enumerating personnel.

Starting with the frame work of the Revenue Department, the first step was to see to what extent it could be supplemented from other sources, without introducing inefficient elements.

The first measure of relief for the tapadars was to exclude from their charge any village in their Tapas in which there were Local Board Schools. These were made into "Village Blocks", the School Masters becoming Enumerators.

Further Division of the Tapa, when this area still remained too heavy to be made a Census Block, was effected by cutting off one or more Dehs and forming a Block to be enumerated by a local Public Works Subordinate.

In the Barrage area, the existence of Abdars made this arrangement quite simple. The guiding principle was of course, that the boundaries of any such blocks should fall within the regular beat of the Abdar concerned.

In the Non-Barrage areas, Darogahs and a few Government servants of other departments, and Local Fund Subordinates, were similarly employed.

Forest areas were in almost all cases formed into Block in charge of officers of the Forest Department.

The employment of private persons had to be resorted to in a few areas in which there were no Government servants regularly employed: for instance, the Kohistan and the Indus Delta. These men were not however paid, with the exception of two, appointed to enumerate the Johi Taluka hilly tract and the Manchar Lake respectively.

Summary of 1941 methods.

To summarise the system for the rural areas:-

- (i) Government and Local Board servants were appointed

exclusively, except where they did not exist.

- (ii) The Blocks of all Enumerators fell within the area where their regular duties lay. In some cases, School-Masters' blocks were not limited to the actual villages in which their schools were situated: but this was allowed only in cases of necessity.
- (iii) The blocks remained the same, from start to finish of the operations: i.e., no sub-division.
- (iv) The Enumerator in each block performed all the successive processes of the Census work.

The main reasons for adopting these measures were as follows:-

- (a) They rendered it possible for Census work to be done every-where side by side with the normal duties of the Enumerator.
- (b) They ensured that the work would be done by men familiar with, and possessing a certain authority in, the areas for which they were made responsible.
- (c) The men were all accustomed to departmental control and discipline.

The great majority of Circle Supervisors in Rural Charges were the Supervising Tapedars of Revenue Circles. A few Public Works Department Overseers and other Officers were also appointed.

Cooperation of the Departments concerned.

The Superintendents of Rural Charges were the Mukhtiarkars of Talukas: thus the control of all Rural Census Divisions above the Circle was in the hands of the Revenue Department.

Some Mukhtiarkars complained that they could not obtain from District Local Board and Public Works Department Subordinates the degree of cooperation and diligence that they could exact from their own staff. This was natural enough, for the power to punish departmentally would obviously carry greater weight than power to punish under the Census Act. It is notorious that a certain spirit of rivalry or jealousy exists here and there between members of the Revenue and Public Works Departments. The remedy in this case of course lay in the forming and maintaining of personal contact between the Collectors and Executive Engineers, and the Mukhtiarkars and the Sub Divisional Officers; and I continually inculcated the maintaining of this liaison every where. I am compelled to observe

that the standard of the Abdars' work in general was much inferior to that of the Tapedars.

Personnel in Municipal areas.

In the Municipalities, there was of course no difficulty in finding persons qualified to work as enumerators. They were mostly Municipal servants- schoolmasters, Naka Munshis, etc. and the average number of houses to a block was about 200.

Personnel in Karachi City.

In Karachi City, special arrangements had to be made; the heads of almost all Government Offices, whether Provincial or Central, were called upon to depute a substantial number of their clerical staff for part-time duty as Enumerators and Supervisors, to supplement the Corporation's own staff. It was however found necessary to engage a small number of stipendiary enumerators in addition. The average number of houses to a block was 158, and the Circles contained on the average 3 Blocks. Attempts were made to allot to as many Enumerators as possible Blocks near to their homes or the offices in which they worked.

C. The new Enumeration Procedure.

A non-simultaneous system of enumeration, involves some special provisions to take cognizance of the movements of the population during the period in which it is in progress: and here the difficulties begin.

The plan adopted for Sind aimed at enumerating at their "usual place of residence" all the regular house-dwelling population.

It was thought necessary to define this term, and the six months, September 15th 1940 to March 15th 1941, were taken as the standard period for "residence".

The house at which a person would normally be found for the greater part of this period was treated as his "usual place of residence".

He was to be recorded there, even if physically absent at the time of the Enumerator's visit: and conversely a person found at that house, whose usual place of residence was elsewhere. was not to be recorded.

But in practice this system could not be followed with absolute rigidity. Government servants, for instance, had to be

treated as "usually residing" at their official head-quarters for the time being- i.e., wherever they were quartered on March 1st 1941. Moreover, ~~as~~ other Provinces and States, including those contiguous to Sind, were following different enumeration systems, it was not possible to press the Sind scheme to its logical conclusion: viz. that temporary absence of a Sindhi outside the Province, and temporary presence of a resident of e.g., i.e., the Punjab, in Sind, should not be taken into account, each being accounted for at his home.

The Sind de-jure system therefore extended only up to the frontiers of the Province (including Khairpur State). If a man passed beyond, and was outside Sind on the Central Reference date, his household record, if previously made, was cancelled, on the assumption that he would be "caught" in the place where he was on March 1st. Census Superintendents of the other Provinces were informed that though Sindhi visitors when questioned might say they had been previously enumerated in Sind, it would nevertheless be necessary to record them there, as their Sind record would be cancelled.

It is evident that this system was not wholly satisfactory: but I resorted to it only in default of a mutual inter-Provincial agreement to ignore one another's temporary visitors.

A system adopted elsewhere was to enumerate, or not enumerate, a "visitor", according to the probability of his remaining in the Province he was visiting, over the "Reference Date". If it appeared that he was likely to have returned to his home by that date, would be made: nor, of course, if a record already made of him no record of him/~~in~~ his own Province would remain unchanged, under the system followed there.

The accidents of travel are certainly difficult to provide for under non-simultaneous system.

As no train or platform enumeration of persons actually travelling on trains on the Central Reference Date was to be made, I ordered that enumerators should enquire, with respect to individuals leaving by train just before that date, whether they were likely to have arrived at their destination outside Sind on March 1st. If it appeared that they would still be travelling on that date, they would obviously have little chance of being enumerated elsewhere, and their Sind record was not to be cancelled.

The de-facto method was resorted to for certain elements in the population, viz. inmates in Jails, Asylums, Hospitals, Hotels Dharamshalas, and similar institutions, and for Boat men of the River Indus.

In the case of the first three, it was laid down that the "household" record of a person should be cancelled if he had subsequently gone into jail, etc., and was there on the Central Reference date. It is fairly obvious that enumeration of all but the permanent staff of such institutions should be carried out on a virtually simultaneous basis.

The case of Hotels and Dharamshalas, Serais, etc, was somewhat different, in that persons found in them might have had a "household" record elsewhere. But this only involved the asking of the standard opening questions "Have you been enumerated anywhere before, at this Census?" and "Have you a 'usual place of residence' in Sind?".

A much more troublesome factor, in the movements of house-dwellers, is the tendency of large numbers of Sind's rural population to leave their houses for harvesting, grazing, and other labour for considerable periods, during which they camp out at the place where they are working. For these movements take place to the greatest extent during the very six months which were made the standard for "usual residence" of the Household population.

An attempt to deal with this phenomenon was made by starting provisional enumeration early, in the areas most subject to it: but in the long run, the desired objective of recording such people, (as all others) once, and not more than once, depended on the common sense and conscientiousness of the enumerators in whose beats they moved. Distinct from these were the seasonal immigrants from Baluchistan, a regular feature in the country west of the Indus. The enumeration of these people was left over till the final stage, when the Reference date (March 1st) and the two days preceding and succeeding it, were allotted for recording them, together with the other floating population. It was ordered that they should be recorded in separate enumeration pads, so that their totals could be readily obtained, and it was intended that they should there-after be handed over to the Superintendent of

Census, Baluchistan, for sorting. This did not take place, for reasons connected with the limited tabulation: but it is recognized that these people, though spending almost as much of their time (including, practically the Census period, or standard criterion for Usual Residence!) in Sind as in Baluchistan, definitely belong to the latter Province.

Indus Boat men.

For one class of the population only, the old type of single-night Census was followed:- namely, the boatmen of the river Indus, who possess no houses on shore but live in their boats as their homes. As no boats ply on the Indus at night, the enumeration of these people was carried out simultaneously at the "Ghats" at which boats regularly tie up, on the night of the 28th February-1st March. For this purpose, special enumerators were deputed, independent of those in charge of the ordinary rural or urban Blocks in which the ghats were situated. Their returns were added to these latter.

Naval and Military Enumeration.

Arrangements for the enumeration of Naval and Military Areas differed in detail from those prescribed for the Civil population.

The main principles were however the same: viz. "Usual Residence" was in the station at which troops, etc., were serving on March 1st 1941: "absence" was taken into account according as it was "casual" or otherwise. The provisional record was begun as close to the Reference Date as possible, to avoid unnecessary complication from troop movements. There was no House List, and individual Units were treated as Census Circles. But Naval and Military Officers residing in the limits of Civil Cantonment or other non-Military areas were enumerated in the same way as the Civil Population.

Special Provisions in Karachi City.

In Karachi City an additional provision was made to meet a tendency which was felt to be an embarrassing problem for enumerators:- the movement of families at the end of the month from one house to another. It was laid down that where a whole

family, after provisional record in one Block had moved into another Block (in Karachi City) the first record should be cancelled. Conversely, of course, new families appearing at the final stage in a house which was either empty or occupied by a different family, at the earlier round, had to be recorded there, provided they came from another block in Karachi City.

I had reason to regret having made this provision, as it complicated the Enumerators work, in constituting an additional exception to the "Usual Residence" criterion which was not really necessary. They had to keep a distinction between persons leaving for, or arriving from, a place outside Karachi but in Sind, and similar movements between different parts of Karachi City.

X The problem presented by whole-sale changes of residence at the end of the month, in Karachi, should not in future be allowed to assume the importance which was given to it on this occasion. The House Lists admittedly could not be expected to be adjusted throughout in accordance with these changes. ✓

D. Time Schedule for the Operations.

As the basic principle of the mofussil Census organization was, enumeration by local Government Servants within the areas where their ordinary duties lay, it was necessary to adjust the stages of the work as far as possible to suitable times in the Revenue Calendar.

Preparation of the General Village Register was to be followed by writing up of the House Lists, House Numbering, and Enumeration.

Beyond the fact that Enumeration had to be carried out with reference to the Central date, March 1st, the order and period of the earlier stages could be adapted to general convenience.

It will be recalled that the original plan was to perform Enumeration in a single round of fifteen days, extending equally on each side of the reference Date. February 28th, March 1st and 2nd were to be allotted for recording the floating population, and the six days before and after them for the House hold population, **But I soon discovered that there was not, in many parts of the Province, sufficient suitable enumerating personnel to allow of Blocks being limited, in area or number of houses, to a size which**

would permit of the whole enumeration being carried out in fifteen days. It did not appear that the Revenue and other Departments could spare the services of their subordinates for Census work exclusively for so long a period; and even if they did, there would be many Blocks in which some troublesome circumstance- absence of a considerable number of persons, obstinacy or stupidity of others- would completely dislocate the enumerator's programme for this all important round, and result in the work being "scamped". Again, an accident to or illness of an enumerator in the course of this single round might be fatal to the work, as it was extremely difficult to provide an adequate reserve of men.

I came to the conclusion that as a long period was to be allotted for preparation of the House-List and House Numbering, it would be convenient to combine with the latter process the "provisional" enumeration of the House Holding population.

The majority of Collectors considered that it was best in Rural Blocks to prepare the House List before applying House numbers: (In Towns and Villages the reverse is obviously appropriate and it did not seem that there was any justification for having three separate founds instead of two.

It was thought desirable to put this "Provisional Enumeration" fairly far forward in order to "catch" at their homes as many as possible of the people known to be addicted to moving out for work in the cold weather. This however could not be achieved in practice in many parts of the Province; but it was found that the early start had another use, in that many Charges soon fell behind schedule, and could hardly have completed the work but for the liberal time allowed for its performance and checking.

It was laid down that House Listing should be done in the period occupied by Kharif "Number Shumari"; and House numbering and provisional enumeration in that prescribed for inspection of kharif remission and collection of Barrage Malkano dues.

Ten days between the two processes were allowed for checking of the work by Supervisors: but it was emphasised that they should do as much as possible of their checking by following close on their Enumerators' heels while they were still engaged on the process in question.

The period from 1st January to 24th February was intended to be devoted to further checking of the Provisional work. In practice, however, extension of time for Provisional Enumeration up to January 15th had to be allowed in many cases: and in a few, up till 31st January, or even later.

The decision to "break the back" of the Enumeration work in a Provisional Round made it possible to reduce the length of the Final round to seven days in Mofussil Blocks, and three days in Urban Blocks. The work, so far as the House hold population was concerned, would now be only the adjustment of births and deaths, and the taking into consideration of departures and arrivals, in accordance with the provisions of the scheme.

Even so, every house had to be revisited, and in some blocks it was physically impossible to do this in the four days prescribed, and extensions had to be given, by starting a day or days earlier, and finishing later by the same degree.

The idea of having the Enumeration of the Household population in two equal parts before and after the middle days prescribed for the Floating population (with the Central date as the exact centre) was to enable enumerators to tackle their Blocks in the most convenient way: viz:- In the first two days they would check the houses from point A to point B, half way round the Block. From point B they would make a complete round of the Block, enumerating the Floating population, until point B was again reached. They would then deal with the remaining Household population, from point B onwards to point A., thus covering the Block for all purposes in a double round.

I doubt, however, whether this method was followed to any wide extent in practice.

The period allotted for enumeration of the floating population in rural Blocks was made as long as three days, partly on account of the extensive area of many Blocks, and partly owing to the presence of considerable numbers of seasonal immigrants, camping in Talukas in the North-West of the Province; as the recording of all these people's details was to be done ab initio.

Where the work under this head was light, enumerators

utilised part of the time allowed for it, for the household population which could be done without up-setting the system.

In towns, the period fixed for the whole final enumeration was three days only, the floating population being dealt with on March 1st.

On this date, all over the Province, the inmates of jails, hospitals, serais, etc. were dealt with; and on the night of the 28th February-1st March, the Boat Population on River Indus.

E. Working of the system.

Considering the revolutionary character of the enumeration scheme, it was not to be expected that every thing would progress smoothly from start to finish. Orders had hardly issued on one unforeseen difficulty when another was encountered, and enumerators were undoubtedly over-burdened with instructions. Not a few of them made light of this by not reading them at all, but the Supervisors generally managed to put things straight in time.

Generally speaking, the very great inherent aptitude and savior-faire of the Sind Tapedar carried the main weight: for the enumerators of village and urban Blocks had less to do and fewer problems. It is not to be denied that the principle of "Usual Residence" proved very difficult to apply to the vast variety in the manner of life of the people. I felt it necessary to attempt to define it, as mentioned above; but several exceptions had to be made from the start, for particular classes and circumstances; and even in ordinary cases a rigid interpretation was not always possible. In spite of efforts to provide for all awkward contingencies, a good deal had to be left to the discretion of enumerators.

The system was prima-facie more vulnerable on the score of double enumeration than of non-enumeration, though there is no reason to suppose that either took place to a serious degree. The length of time allowed for the work ensured that all inhabited places would be duly visited; but it also meant that more movement among the house dwelling population would be experienced than in a shorter period.

As long as the Enumerator invariably asked, and received true answers to, the two preliminary questions "Have you been enumerated any where before, at this Census?" and "Have you a

usual place of Residence any where in Sind ?", the extent of error would be very slight: but it is not to be supposed that 100%

diligence and conscientiousness on the part of the enumerators, and 100% truthfulness on the part of the enumerated, would be found.

It must however be pointed out that any system of Census in India must depend on these desiderata, for its success or otherwise.

In adopting the House Hold system with its criterion for usual residence, my main object was to produce the real and natural distribution of the population: but an important subsidiary objective was to render it impossible, or extremely difficult, for numbers of the public with an axe to grind, to swell the numbers of their community (for instance) in the area in which they were interested, by moving about and making others do so, to effect their enumeration two or more times, or to confuse enumerators by communicating lists of alleged residents.

The length of the various processes and the feasibility for checking at every stage, did, I think keep enumerators who might have succumbed to pressure of this kind if risk of discovery had been slight, from lending themselves to such pernicious proceedings.

On the other hand, during so long a period instances of bonafide permanent shifting of residence from one place to another were not uncommon, giving Enumerators problems which they may have decided incorrectly in good faith in some cases; and members of the public, who did not understand the House hold system, were inclined in some cases to think they were not being recorded anywhere. As previously observed, omission was far less likely under the scheme than duplication, though I have no reason to think that either took place to any serious extent.

Attitude of the Public.

The Public were on the whole passive, neither helping nor hindering the enumerators; and malafide attempts to vitiate the Census were rare. Communal rivalry in its worst forms hardly assumed serious proportions at all. In two or three cases there were complaints and counter complaints, of giving bogus names, or names of people who would prima facie have been enumerated elsewhere. In one place, where Hindus raised a vigorous agitation, in numerous

articles in the Press, telegrams to Honourable Ministers, and so forth, I found every ground for believing, after inspection on the spot, that their complaints were a smoke-screen to draw attention away from extensive misfeasances of their own.

As the Enumeration scheme was frankly experimental, there was something to be said both for and against taking the public into confidence from the start and enlisting their aid, by giving publicity to the method followed. I decided, after due consideration, that public proclamation of the scheme might increase our difficulties, as people are inclined to distrust novelty, and confidence might be shaken: while any persons wishing to pervert the Census to their own improper ends would have leisure to devise means towards doing so.

I think that results justified this policy: for, as repeatedly stated above, there was very little chance of people being omitted from enumeration. Propaganda by various communities in this behalf started late, and was restrained in tone. I explained to Government the points in which public cooperation was desirable, and several local bodies published appeals on the lines suggested.

Another form of propaganda which was obviously objectionable was that launched by the more radical communal bodies, calling upon all their co-religionists to declare, respectively Hindus, that they used Hindi in addition to whatever their mother tongue might be, and Muslims, that their mother tongue was Urdu. The falsity of the latter proposition in particular, in respect of vast numbers of Sind's population, is notorious: and I was able to demonstrate this by eliciting from one of the principal promoters of the campaign a personal admission that as a child he had only spoken Sindhi- in his home, though he had subsequently discontinued it in favour of Urdu, which he now gave as his mother tongue!

This instance occurred in Karachi City at the time of the Final round, and I found that Enumerators had in many cases, at the instance of the individuals concerned, altered the previous entry of "Sindhi", "Gujarati", "Kutchi"- the variety giving prima-facie evidence of their care in questioning, and of obtaining true replies- into "Urdu". At the outset, there was in some quarters a suspicion that the Census was a prelude to conscription- I took

steps to dispel this idea in meetings held on my tour of July 1940, and on my subsequent tours; and the District Officers followed suit to restore confidence. I do not think that there was any evasion of enumeration on this account among the House dwelling population: but the wandering tribes and seasonal immigrants from Baluchistan and neighbouring countries, who are naturally inclined to fear official inquiries, probably proved reluctant and obstructive in many cases.

It was represented to me, particularly before enumeration started, that the asking of the two new questions connected with female fertility, viz. how many children have been born to you? how many surviving? what was your age at the birth of the first? would arouse bonafide resentment and even lead to violence. I never attached much weight to this alarmist view, believing that with tact and common sense, enumerators would be able to elicit the information: but it was evident that from sheer ignorance of the facts, the answers to the question of age would be unreliable. These views have, I think, been borne out by the actual results, and to this extent ~~the innovation~~ may be said to have been a success.

Were Enumerators over burdened?

The ample period allowed for each ~~stage~~ and the intervals- particularly that prescribed for checking before the Final Round- enabled the largest Block to be covered without excessive strain, as wherever necessary an extension could be given without detriment. But the very facts that there was plenty of time produced a characteristic reaction among many Tapedars- they procrastinated until it was eventually necessary to tackle the work in a vigorous sustained effort, which itself showed that in future the time allotted could be curtailed! With such extensive liability to inspection by superior officers, Enumerators could no longer sit at home and call up Headmen to supply lists of their people, as is said to have happened in the past, without continual risk of discovery. The delay in completing the House Lists, was also very largely due to the severe epidemic of malaria which scourged almost every corner of the Province, in October and November 1940.

Enumerators tended to complain, especially in the early stages, that the Census work on this occasion was unduly

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difficult and laborious. The House Lists were much more elaborate than the old Block Lists, and the new enumeration slips appeared very formidable at the outset. But I think most conscientious enumerators were prepared to admit, after they had gained familiarity with the slips, that they were easier to deal with than the old General Schedules.

Importance of Training.

One point has emerged very clearly from this year's experience: the value of previous training. I had laid stress on this in accordance with the Census Commissioner's directions, in my very first communications to the Charge Superintendents- for instance in the preface of the Sind Census Code: and continued to do so in Circulars and Inspection memoranda up to a comparatively late stage. Besides this, I invariably gave personally demonstrations in the use of the slips to as many enumerators and other Census Officers as could be assembled, in every place I visited on tour. But there must have been hundreds of enumerators who started on their work with no previous training at all, and for this many Charge Superintendents are much to be blamed. It was their business to train their Supervisors, and send them to instruct School Masters and others who could not be called into Head Quarters.

Though Demonstration on a Black-board (I had one with lines and numbers painted on it, a facsimile of the Enumeration slip) is effective, I think it necessary in addition to make enumerators fill up not less than thirty to fifty slips in practice, before beginning their real enumeration. But these essays would of course have to be inspected, corrected and further instructions given, by a Supervisor.

The mere prescription of a period for training is useless unless the Charge Superintendents are compelled to give real effect to it, and this can only be done under the orders and eyes of the District Census Officers.

On this occasion, the preoccupations of the latter were heavier than usual owing to the War, and the after math of the Sukkur riots; and I am compelled to conclude that my virtual usurpation of some of their Census functions, as mentioned in the previous chapter, with a view to relieving them of as much of the

extra burden as possible, had unfortunate effects in some District.

On the conclusion of the enumeration period, I inquired from District, Municipal and State Census Officers their views as to the working of the new system, with particular reference to defects. The balance of opinion was quite definitely favourable:- i.e., that less error was likely to have occurred under the new than under the old system. As out of about twenty-five Officers consulted, only three Charge Superintendents held the opposite view, I think it proper to proceed to suggest measures for improvement in the scheme, on the assumption that it may be adopted in general outline for the next Census.

F. Modifications of the plan suggested for the future.

Although we may reasonably assume that the next ten years will see a great increase in the number of villages having schools, providing the means of giving more relief to Rural Block Enumerators by creating additional Village Blocks, we must also assume a substantial growth in population in all irrigated areas; and it would not be prudent to assume that the average rural block of 1941 can be greatly reduced in size, i.e., number of houses or superficial extent.

Nevertheless, it should be possible to reduce the length of time allotted on this occasion for all the various processes except the Final Round.

Preliminaries and Training.

Preparation of the General Village Register may be undertaken in June or July as before, and the preliminary training of the Village Staff may conveniently be carried out in August and the first half of September, when they will ordinarily be in Taluka Head Quarters.

House numbering and Listing.

I am inclined to recommend that House numbering may be combined with House Listing, and that these processes should start from 1st November, and be completed by 15th December, thus coinciding with the Inspection of Kharif Remission and the collection of Barrage Malkano Dues. The remaining days up to the Christmas holidays should be employed for checking this work by the Supervisors.

Provisional Enumeration.

Provisional Enumeration should start in January and be concluded by 15th February at the latest, allowing ten days for checking

before Final Enumeration starts. It is hardly necessary to mention that checking will also be going on at the same time as the work in original.

Reasons for this rearrangement.

The consensus of opinion among those consulted was that the total period must be curtailed, to reduce the complications of "movement"; it was however felt necessary to retain Provisional Enumeration: and indeed my own experience shows that it was indispensable.

I have, however, come to the conclusion that it should be done separately from all other processes, and that House Numbering and House Listing may be done together first. There seems no valid reason for keeping house listing separate from house numbering, or for having the list made before numbers are applied. On the contrary, I now incline to the view that if one had to come before the other, it should be house numbering first.

Usual Place of Residence.

If the same principle is adopted as in 1941, the "qualifying" period would be reduced from six months to four, i.e., 15th November to 15th March:- from the beginning of House Listing to the end of Final Enumeration.

The alternative to this method is that mentioned by the Census Commissioner in his "General Scheme for the Census, Part II" and his "Instructions to Enumerators- Supplementary" i.e., to enumerate individuals in the houses with which they were ordinarily associated, even if absent, provided their absence would not extend beyond 1st March. I am inclined to think this latter method more suitable for a system in which there is a single and comparatively short period for enumeration; but where the foundation, i.e., the House List, is being written up four months before, March 1st, the probabilities of individual whereabouts on that single date are not usually ascertainable. Moreover, absence has to be dealt with, under the Sind system, not only at the Final stage, but in Provisional Enumeration.

Final Enumeration.

While it is necessary that the "floating" elements should be dealt with on the same dates throughout the Province, there does not seem any objection to local variation in the length of the

period allotted for check of the household population.

The main question is, in what order should the two be dealt with? Study of the systems followed in the various Provinces and States in 1941 reveals that about an equal number of Census Superintendents placed the "floaters" enumeration, respectively before and after the "household" enumeration: while Bengal had it in the middle of a single fifteen days enumeration period, and Sind in the middle of a checking enumeration round of seven days.

As March 1st was the date in reference to which Births and Deaths were to be taken into consideration, it follows that where enumeration of individuals is completed before it, births, deaths, departures, etc., may take place between the time of the Enumerator's visit and the reference time, and thus go un-accounted for. On the other hand, after that date, any such events taking place are to be ignored, since the state of affairs existing on March 1st is to be taken into consideration.

In theory, then, it is obviously conducive to accuracy to take the floating population first, on or close round the Central date, and then proceed to deal with the Household population.

And this would seem particularly appropriate when the work to be performed with regard to the Household population is not their enumeration in original, but a checking round after their Provisional Enumeration.

The advantages of this method occurred to me when there was not sufficient time to consult district officers, with whom I had discussed the plan under which the Reference Date was kept in the centre of the Enumeration period: and it did not seem expedient to make the change.

But for the future it must be seriously considered whether any practical difficulties outweigh the theoretical desirability of having the enumeration in original of the floating population first, followed by the check of the House Dwellers.

It has been suggested that enumerators in the Rural areas, once they have made a complete round of their Blocks for recording the floating population, would shirk going round again to the houses: or rather, that they would be inclined to carry out the check in houses that they had to pass in looking for floating population,

i.e., at the time prescribed for the latter, and then claim that they had completed their whole work.

Dereliction of duty, whether by improvisations in defiance of prescribed procedure, or sheer negligence, may of course occur under any system, unless there is proper supervision. Under the plan actually adopted in 1941 an Enumerator really could in many cases do the checking of all his houses in the first half of the period prescribed for this work, leaving the second half free. And any one of them who was prepared to take the risk of detection could say that he had done so, or that he had carried on through the whole of the period, when this was not a fact: since he could always produce his provisional record of the House holders. It will be granted that Enumerators would certainly move out during the days prescribed for the floating enumeration; if this work is placed first in order, does it follow that they would thereafter not take the House-checking as seriously as they would if it came first?

Such a proposition obviously deserves careful examination before it is accepted as invalidating this method. On the other hand, it is perfectly clear that the Central Reference Date becomes almost valueless for dealing with Births, Deaths, and movement (e.g. out of India) of the House hold population, if the record of that population is completed before that date: and there does not seem any valid ground for putting it in the middle of a round for checking, as was done on this occasion.

I therefore recommend that particular attention be devoted to the elucidation of this matter before any system is laid down for the next Census.

Bridging of the interval between Censuses.

The Census Commissioner had laid much stress on the desirability of planning a constructive continuation of this Census, so that the decennial stock-taking may become rather the culmination of a sustained, unobtrusive routine than a periodic convulsion unconnected with the years immediately preceding and succeeding it. Means to effect this would be:-

- (1) Keeping the Village Tables and House Lists continuously up-to-date, by giving all Village Officers the appropriate extracts from them, and laying down as

a rule of procedure their regular periodic correction by means of the Births and Deaths register.

- (2) Preservation of House numbers (particularly in towns), and, as far as possible, their use for postal and similar purposes.

Unfortunately, the circumstances of Sind's rural life, and of its administration, render such arrangements impracticable. The House numbers have for the most part vanished already: and there is not that stability in the houses of rural Sind, or among the residents of them, that could permit of the maintenance of house lists or village tables for ten years.

Moreover, the tapadar is already overworked, and if this duty is imposed on him, it will remain undone, or else be faked. He cannot, or does not, maintain the simple Births and Deaths registers accurately; their error may be estimated at quite 60%— it would be useless to base anything on them.

In Municipalities, the maintenance of House numbers and lists could certainly be made a rule: but I could not feel sanguine about its enforcement through one year, much less ten. One Municipality Dadu, indeed has expressed its intention to maintain the Census number (which it had painted on small tin plates) for ordinary civic purposes e.g., taxation. This experiment may be watched: but I cannot recommend for general adoption a measure which I know will not be carried out.

Even in Karachi City, the neat little wooden number plates which the Corporation, at a heavy cost, affixed to every building and every occupational subdivision of that building, cannot, I am assured, be maintained for ten years. People will remove them, deface them and responsibility could not be traced home. Many will survive almost intact— as we found not only those of 1931, but some of 1921, on this occasion— but the series will generally be broken, and rendered inapplicable after a few years. Some Quarters of the City may remain almost unchanged: in others, small houses are daily being demolished to give place to large blocks of flats and commercial buildings. And there remains the plain fact, that the contractors who supply this vast number of plates, expect to get, and will see that they get, this piece of business once in ten years.

Regretfully I must express the opinion, that under present

conditions we have not the means of keeping the Census eyes open for ten years.

Other Suggestions for the future.

(i) Form of Slip.

There can be no doubt that the slips system has proved a success and will be adopted for the future. The next point is whether the form and order of Questionnaire on it needs modification. There has been a pathetic appeal in some quarters to have the questions printed in full on it; a sure indication of slack Charge Superintendents. The main objection was to the "excessive" number of questions, "many of which did not apply to 999 persons out of 1000": this is of course the inevitable corollary of standardization. 7

I have already referred to questions 7 and 8: these should be retained. Question 11 was undoubtedly troublesome for Enumerators, and for the most part they avoided it like the plague. Criteria for what constitutes "association" in gaining means of livelihood are extremely difficult to apply to several important occupations, especially in towns. As a result, error and omission vitiated the entries in Sind to almost an equal degree.

The Employment questions 12 and 13 are virtually applicable only in towns.

Question 15 (Question 16 in most Provinces) also important mainly in towns, proved somewhat of a stumbling block; but there is no reason why it should be so, if proper training is given.

Question 16, as asked in Sind, was a special one, designed to distinguish seasonal immigrants and visitors from the regular population:- viz- "Is this your usual place of residence? If not where do you usually reside?"

As sorting under this head has not been taken up, it is not possible to ascertain how far this inquiry has proved useful, especially as Slips from the Charges most affected by seasonal immigrant from Baluchistan have been retained in the mofussil Head Quarters.

7 It will be appreciated that the important phenomenon of seasonal migration could not be revealed by the replies to Question 1 Birth place: as many persons born in Baluchistan have long been permanently settled in Sind, and form part of the regular population of the Province, which the seasonal immigrants do not. The extent to which

their people are permanently settling in Sind is naturally a question of great moment in Baluchistan.

These remarks apply, Mutatis Mutandis, to Cutch, Marwar etc.

A Question of this nature certainly should figure in the Census Inquiry in Sind: but it would be more conveniently placed earlier in the list.

I do not think it necessary to specify the typical errors noticed in the recording of answers to other Questions. My inspection memoranda and Enumeration Circulars treat of these at length: they may be ascribed simply to insufficient training.

In spite of the view that the Questionnaire was unduly long and complicated, it would be conducive to success of the non-simultaneous de-jure enumeration system if two be added at the head of the list. These are the two inquiries which Enumerators in Sind were ordered to make before proceeding to deal with the regular Questionnaire: viz: "Have you been enumerated any where before, at this Census?" and "Is this your usual place of Residence?" (Sind Question No: 16 in 1941.)

If the Sind Enumeration System remains strictly Provincial, i.e., no mutual arrangement with regard to inter-Provincial movement being made with contiguous Administrations, the entry of answers to these two question will not only help to elucidate this problem, but will as it were compel the attention of Enumerators to the due application of the De-Jure method to each individual case.

Central Reference Date.

The Census Commissioner expressed a hope that it would be found possible to adopt March 1st as the Reference Date for all future Censuses.

I may observe that it is quite a convenient date in the Sind Revenue calendar; but if enumeration is to extend for more than five or six days after it, some accommodation is necessary. I am indebted to the Provincial Government for sanctioning the postponement of collection of the second instalment of Kharif Land Revenue, on this account in 1941.

The end and beginning of the month are, admittedly

an awkward time for enumeration in Karachi City, as considerable numbers of people shift their residence at that time; but if the strict principle of "Usual Residence" is applied to this movement, it need not cause much embarrassment.

Special Arrangements proposed for Karachi City.

X The strain experienced in 1941 in getting enumeration in Karachi City performed by part time agency drawn from practically every Government Office, and a number of Educational Institutions, leaves no doubt that this make-shift system must hereafter be abandoned.

As it was, a certain number of full time stipendiary enumerators had to be appointed, and their functioning is a guide for the future.

It appears that these men found no difficulty in performing the Provisional Enumeration of 150 people per day. Assuming a period of 20 working days for this part of the work, it would seem safe to prescribe as the average, Blocks to contain 2500 persons. Assuming also that the population of Karachi City in 1951 will be about 5 lakhs, 200 Enumerators would be required to cover the area. These men would be needed to function for a period of three months and their pay might be Rs. 40/- inclusive of all allowances. The expenditure on actual enumeration would thus amount to Rs. 24,000.

The Supervisors might be drawn as in this year from regular Municipal Staff and the Superior Ministerial ranks in the various Government offices: one hundred men would be more than sufficient. An amount somewhat less than that paid to the same class in honoraria in 1941, (their number being reduced) would presumably be incurred for their Census travelling expenses over three months.

Even if the expenditure under these two heads would be slightly more than in 1941, (and a 30% increase in population is being assumed) it will be well worth while.

The standard of care and accuracy in Enumeration would be far higher; the paid staff will feel their responsibility and be easily amenable to discipline: the incubus of Census duty, so trying to the already hard-worked staffs of Government Offices, and irritating for their Heads, will be removed from them; the Municipal District Census Officer, and his Charge Superintendent will be spared an infinity of anxiety and the recurring necessity of improvising arrangements: and

it should in view of this be possible to reduce the additional clerical establishment appointed in 1941 to deal with Census correspondence- the bulk of which was with Heads of Offices, on the subject of the part time Census duties of their staffs.

For House Numbering a special staff will, of course, have to be employed: all members of which suitable for subsequent work as Enumerators should continue serve as such.

Assuming however that in general **Enumerators** may be appointed after house-numbering is completed, the time-schedule for their work may be as follows:-

December 1st- Christmas.

Preparation of Register of Buildings

January 3rd- 29th

Preparation of the House/Family Register

February 3rd- 26th

. Provisional Enumeration

February 28th, March 1st-2nd (or other dates close to
and including March 1st)

Final Enumeration.

This programme avoids any work in original being done during the critical days at the end and beginning of the month, except at the Final Round, to avoid embarrassment due to the changes of residence which commonly take place then.

The principle of Usual Residence would be applied as strictly as elsewhere, and no attempt would be made to correct the House/Family Register in accordance with the circumstances found at Provisional Enumeration:- still less, with those obtaining at Final Enumeration.

For recording the House hold population, the circumstances at the time of Provisional Enumeration would be the standard. where a change in the occupants of a House had taken place since the House/Family Register was completed, the name of the new head of the family and the males and females belonging to it could be entered in special columns, but without cancelling the entries previously made.

These latter would be taken into account for preparation of Housing Tables.

Sorting and Compilation.

In the interests of economy necessitated by the War, the Government of India decided to produce material only for Imperial Tables I, II, III, IV (for Cities only), V, XIII, XIV and Provincial Tables I and II. A limited allotment of funds was sanctioned for the purpose, and in view of the possibility that the Government of India might subsequently find it possible to have the remaining Tables produced, the enumeration papers were all carefully preserved after the sanctioned sorting was complete. Suitable and sufficient accommodation for the safe custody for a number of years of all the enumeration papers of the Province not being available at Karachi or at any other single place, except at a very heavy cost ~~amount~~ which the limited funds available could not bear, the sorting was decentralised, on the recommendation of the Census Commissioner for India and with the approval of the Government of Sind. The Enumeration papers of each Taluka, other than those of major Municipalities in the Taluka were retained at the Taluka headquarters and sorted there, generally by the village officers who had acted as enumerators, and under the superintendence of the Mukhtiarkar, the Charge Superintendent. This work amounted to about ^{five-sixths} ~~four-fifths~~ of the whole ~~amount~~ arising in the Province. The sorting for the major Municipalities i.e those with a population of over 15,000 each, and of Cantonment areas, was done in the small Central Abstraction Office opened under my direct supervision.

The main feature of this Census affecting the process of Abstraction was that General Schedules having been dispensed with, (except in one taluka of Khairpur State) every person was written up direct on his Enumeration slip; and thus the work of slip copying, which had formerly involved time and expense before the sorting stage was reached, was eliminated.

The instructions issued by the Census Commissioner for India for the guidance of sorting and compilation staffs throughout India were felt to be too difficult for those in charge of the mofussil sorters to follow, and moreover covered a number of tables which it had later been decided not to produce: simple instructions, dealing with the work which they would have to perform and no more, were therefore issued for the guidance of sorters. In order also to

reduce the labour of the Sorters, a special compilation form embodying material for all the sanctioned tables was drawn up. The local Officers were given one full month to complete the sort and furnish the resulting information, and although most of them were prompt enough, there were some who did not finish it till very late, owing to the pressure of revenue work at the same time.

The work done by the local sorters was generally satisfactory, but there were some to whom the statements had to be returned for reconciliation of some figures, due simply to the instructions issued from this office not having been properly conveyed to the Sorters. In this local abstraction work, as previously during the process of enumeration, it was very clear that the standard, in clarity, accuracy and expedition, depended mainly on the personal qualities of the Mukhtiarkars. Considering that imposition of this additional burden had not been expected, and was undoubtedly troublesome at the time, I have every reason to be satisfied with the way it was carried, and am obliged to the Government of Sind for allowing me to make this further use of their staff.

For the sorting work done at the Taluka Head Quarters, the Sorters and Supervisors were paid an honorarium at Rs. 3/- per Sorter and Rs. 5/- per Supervisor; but the rate per Sorter was increased or decreased in a few cases in proportion to the amount of work done by them. The total honoraria paid ^{came to} ~~was~~ Rs. 3314/-.

The Central Abstraction Office dealt with 7,50,000 slips of the 9 major Municipalities and 6 Civil and Military Cantonments, for the sanctioned Tables: and nearly 1,00,000 slips of the whole of Sind for the Sample Sorting.

The Compilation work for the sanctioned Tables was done in my Office and Special Compilers were employed only for the City Housing Tables and some Tables compiled out of the Sample Slips

The smaller Municipalities did the sorting for their areas through their own staff, who attended the Taluka Offices and worked under supervision of the Mukhtiarkars; but the larger Municipalities for whom the work was done in the Central Abstraction Office were required to pay their share of the cost at Rs. 20/- per 10,000 of the population. Exception was made only in the case of the Karachi Municipal Corporation, which as in the past was made to pay only half the actual cost of Sorting and Compilation.

The total expenditure on the Central Abstraction Office was Rs. 2912-2-3, out of which a sum of Rs. 1414-11-0 is payable by the Municipalities. The balance together with the honoraria viz. Rs. 4811-7-3 will be a charge on the Census Budget for Sorting and Compilation.

The total population of British Sind being 45,35,008, the limited sorting was carried out at the cost ^{to Government} of one rupee per 948 persons. This includes a considerable share of the cost of compilation, which cannot be separated entirely, as much of the work was performed by the regular staff of the Census Superintendent's Office.

Mr. Lambrick has ~~not~~ sent the financial Chapter of his Administration Report. He has not sent the statement of recoveries and receipts. He may be asked to send the same. A draft D.O. is put up for approval.

We have not received the statement from Mr. Lambrick. He may be reminded. Draft submitted for approval.



GOVERNMENT HOUSE,
KARACHI.

9th March 1942.

I send herewith the last chapter of the Administration Report, on the cost of the Census.

As the accounts are still open, I have given an estimated figure under one minor item under B-Enumeration, viz. allowances and honoraria in Section I.- Province of Sind without Karachi City. I have actually passed bills for a little over Rs. 3,000; but I am aware that a number of claims are still due, and delay in ^{settling} them has in all cases been due to the laxity of School Boards and taluka Mukhtiar-kars in preferring correct claims and in the correct form. It would be very hard on the men who did the work, and are low paid school masters, if they are made to suffer for the faults of others. I have therefore allowed time for the settling of all claims up to the end of this financial year. I am certain, however, that the total expenditure under this item will not

exceed Rs. 4,000 which is the amount I have shown as estimated.

2. You will find in the Comptroller Sind's statement of progressive expenditure for January 1942 that he has debited a sum of Rs.777/5/- against "A-Superintendence, Pay of Officers, Non-Voted". I have not drawn any such bill, and I think this debit is erroneous. I have not therefore included it in my accounts, and have addressed the Comptroller on the subject.

A.W.W.M. Yeatts, Esquire, CIE., ICS.,
Census Commissioner for India.

Chapter IV.
COST OF CENSUS.

A. Superintendence.

Cost of this depends on the "expensiveness" of the Superintendent, the size of the office, the amount of touring done, and the length of time the Superintendent and his office are in existence.

The relative size of the Province may have little effect on the total, though in a large one the Superintendent's touring is liable to be more costly, and his establishment greater, than in a small one.

The following table gives a comparison of the cost of the 1931 and 1941 Censuses under the Head A-Superintendence.

The offices were in existence,

Census of 1931:- from April 1930 to October 1932
Census of 1941:- from October 1939 to July 1941.

	1931	1941	Remarks
A 1 Pay of Officers	50,904- 9- 0	40,514- 0- 0	
Voted	41,204- 9- 0	5,850- 6- 0	In the Census of
Non-Voted	9,700- 0- 0	34,663-10- 0 35,440-15- 0	1931 the Supdt.
A 2 <u>Pay of Establishment</u>	14,219- 3- 0	8,729- 4- 0	was an officer
A 3 <u>Allowances and Honoraria.</u>	7,156- 1- 0	7,156- 7- 0	of the Provincial
*Compensatory Allowance	1,245-14- 0	638-14- 0	Service for the
@Travelling Allowance	6,350- 3- 0	6,817- 9- 0	period April
Officers Non-voted	222- 6- 0	4,659- 8- 0	1930 to June 1932
Officers voted	6,127-13- 0	2,158- 1- 0	It appears
Establishment voted	270- 0- 0	0- 0- 0	that after
Honorarium	5,970- 5- 3	4,840- 8- 0	January 1932 only
A 4 <u>Contingencies.</u>	2,002- 8- 0	1,587- 7- 0	a portion of the
Office rent	778-14- 6	753- 7- 0	pay of the Supdt
Purchase & Repairs to	217- 1- 0	61- 0- 7	was debitable to
Furniture	1,860- 5- 0	1,204- 3-11	the Census Budget
Stationery	495-10- 0	589- 4- 6	The pay of the
Postage & Telegram	445- 8- 9	184- 9- 6	Head Clerk was
charges	1- 4- 0	267-14- 0	less in 1941
Freight	86-12- 3	120-15- 3	than in 1931, and
Miscellaneous	67-12- 0	71-10- 3	only half the
Telephone charges	9- 9- 9	0- 0- 0	number of clerks
Purchase of books and	5- 0- 0	0- 0- 0	were employed
maps			(2 as against 4)
Liveries and warm			
clothing			
Repairs to tents			
Hot & Cold weather estt.			
Total, A-Superintendence	78,960- 2- 3	55,540- 3- 0	*All the estab- lishment except the Superinten- dent drew Karachi Compensatory Allowance. @The Superinten- dent was on tour for about 9 months in all, in 1940 and 1941 and also visited Quetta & Delhi on duty.

It is thus apparent that, in proportion to the time in which the Superintendent and his office were in existence, the cost in 1941 was almost as much as in 1931.

B Enumeration.

I. Province of Sind without Karachi City.

Statement No. XI.	1931	1941	Remarks
B-1 Pay of Establishment.	Nil	96- 0-0	Only two paid enumerators were employed, outside Karachi City, for the Manchar Lake and the hill tract of Johi Taluka.
B-2 Allowances & Honoraria	12,111-7-10	4,000- 0-0	Travelling allowance was paid only to personnel engaged on enumeration who had to travel beyond their ordinary place of work, e.g. D.L.B. school-masters. In one instance, travelling allowances were paid to charge-superintendents (Mukhtiar-kars) who had to proceed beyond their talukas to attend a Census Conference The 1941 figure is an estimate, as the accounts for the year 1941-42 have not yet been closed and bills are still outstanding.
B-3 Contingencies	6,133-3-6	2,360- 5-6	No expenditure on house numbering was chargeable to the Census Budget as in no instance did the amount spent exceed the sum of 200 per taluka which the District Local Boards undertook to pay.
Total B-Enumeration (excluding Karachi City)	18,244-11-4	6,456- 5-6	

Note. The above excludes expenditure incurred on enumeration in Karachi City. The 1931 figures are taken from Statement No. XI on page 55 of the Administration Report for 1931, which also evidently excludes those of Karachi City, viz. Rs. 19,621, though those for Bombay City are reproduced.

There is however a difficulty about these figures which I am not able to reconcile. Expenditure on enumeration distributed by districts, as given in Statement No. XI referred to above, show

what was incurred in all the Districts in the three Presidency Divisions, the Sind Districts, Bombay City, the Provincial Superintendent's Office, Aden and the Bombay States. These total Rs. 1,05,991-15-8, which is the total for the head B-Enumeration given in Statement No. XII: there is no means of ascertaining where the share of Karachi City enumeration expenditure borne by the Census Budget, Rs. 9,845 odd, is included. Again, the expenditure on enumeration in Bombay City, according to Statement XI, is Rs. 12,348-0-9; but the total cost of enumeration in Bombay City, as given in Statement I on page 2 of Volume IX of the Census of India 1931 - "The Cities of the Bombay Presidency" - was Rs. 37,828, of which the half share debitable to the Census Budget should be Rs. 18,914 instead of Rs. 12,348. Nor can this discrepancy be ascribed to adjustment of the Bombay Corporation half share in the Abstraction and Compilation charges as this would amount to Rs. 11,482.

In the circumstances, it seems best for the purpose of ascertaining and contrasting expenditure on Enumeration in 1931 and 1941 respectively to ignore Statement XII and adopt the figures of Statement XI for the districts of Sind Province, on the assumption that those for Karachi City were excluded: and to reproduce the known 1931 figures for Karachi City quite separately, for contrast with those of 1941.

II Karachi City.

	1931	1941	Remarks
<u>A Superintendence.</u>			
*Allowance to the Census Officer	600- 0- 0	1,800- 0- 0	*In 1931, the Chief Officer of the Municipality worked as a Charge Superintendent under the Collector of Karachi. In 1941, he was in independent charge as Municipal District Census Officer. In view of the increased responsibility and greater volume of work, he was given an honorarium equal to Rs. 200 a month for the nine months in which active operations were in progress.
Honoraria to permanent Municipal Staff	(1,720- 0- 0	
Compensatory Allowance to permanent Municipal Staff.	(1,954- 0- 0		
	(360- 0- 0	
	(
Total	2,554- 0- 0	3,880- 0- 0	

	1931	1941	Remarks
	2,554- 0- 0	3,880- 0- 0	
<u>B Enumeration.</u>			
(i) House numbering:			
Allowances to permanent Municipal Staff	539- 0- 0	1,055- 0- 0	
Pay of temporary establishment, clerks & khalasis	3,210- 0- 0	5,142- 7- 0	
Contingencies	2,200- 0- 0	4,034- 5- 4	
(ii) Actual enumeration:			
Allowances to Supervisors and Enumerators	8,571- 0- 0	10,963-15- 0	
Pay of temporary clerks and khalasis	1,096- 0- 0	1,123- 5- 0	
Contingencies:			
Printing & Stationery	577- 0- 0	338-15- 0	
Other Contingencies			
Cartage, hire of furniture etc.	944- 0- 0	1,056-12- 5	
Total	17,137- 0- 0	23,714-11- 9	
Grand Total	19,691- 0- 0	27,594-11- 9	
Payable by Govt.	9,845- 8- 0	13,797- 5- 11	

Notes. The increase in expenditure in 1941 as compared with 1931 is very nearly in proportion to the increase in population.

As explained in the Enumeration chapter of this report, the system adopted on this occasion involved a greater volume of work both in house numbering and the actual enumeration. It permitted employment of fewer enumerators, but they did duty over a longer period, and had to make longer and more journeys on duty than on the previous occasion. This is reflected in the expenditure on allowances. It was moreover found necessary in the later stages to employ a small number of full time paid enumerators to complete work which had fallen into arrears in certain areas.

C. Abstraction and Compilation.

It is not possible to contrast the expenditure under this head in 1941 with that in 1931, as separate figures for Sind are not available for 1931 and far fewer tables were involved in 1941 than at the former census. On the assumption, however, that the expenditure for Sind would be about one-fourth of that for the Bombay Presidency including Sind, and that the work in 1941 was about one-fifth of that

in 1931 the comparison stands as under .-

	1931	1941
Pay of Officers	593- 0- 0	-
Pay of Establishment	4,087- 0- 0	2,843- 8- 0
Allowances and Honoraria	40- 0- 0	3,066- 0- 0
Contingencies	8,188- 0- 0	356- 2- 0
Total	12,908- 0- 0	6,265-10- 0

Of the above Rs. 1,414-11-0 are recoverable from Municipalities: actually Rs. 1,116 have been recovered at the time of writing the report Notes. It has already been explained, in the section entitled "Sorting and Compilation" that ^{the} operation of slip-copying was eliminated and tabulation of the results of the census was on a strictly limited scale, in 1941, and the work was performed on a de-centralised basis. Members of the District revenue staffs who did the work in Taluka Head Quarters were paid honoraria, Rs. 3 per sorter and Rs. 5 per supervisor. A temporary paid staff was engaged for the Central Abstraction Office, which worked under the Census Superintendent and his staff in the premises already occupied by them. Bonuses for accurate and fast work were given, and a few of the best men were retained for evolving some special tables, after the rest had been discharged.

The low figure under contingencies is explained by the fact that ~~xxx~~ no separate office was opened, and additional furniture needed was hired for a very brief period.

E Printing and Stationery.

Here again it is difficult to institute a direct comparison with 1931, as in the case of "C-Abstraction and Compilation". Taking Sind's share as one-fourth of the Bombay expenditure, for the period 1930-32, the 1941 figures compare as under

	1931	1941
Printing	6,341- 0- 0	3,359- 2- 0
Government Press	6,252-0-0	
Private Presses	89-0-0	
Paper charges	8,308- 0- 0	
Miscellaneous	377- 0- 0	57- 3- 0
Total	15,026- 0- 0	3,426- 5- 0

The 1931 figures do not include the expenditure incurred in the year 1932-33 (Rs. 59,800) which it is assumed related to the cost of printing the Report and Statistical Tables. The 1941 figures ^{also} do not ~~also~~ include this expenditure: it has not been incurred so far; and

when it is, it will be debited to the Census Commissioner's budget.

The 1941 figures do not include the cost of enumeration pads which were supplied by the Census Commissioner, and the cost of which at Rs. 13 per 100 pads, works out to Rs. 7,225. If this amount is taken into account the expenditure in 1941 will be Rs. 10,651-5-0 against Rs. 15,026 in 1931.

Conclusion.

The total cost of the census of 1941 in Sind, exclusive of the cost of enumeration pads and of printing the Report and the statistical tables which will be debited to the Census Commissioner's budget, amount to Rs. 85,489.

For the purpose of comparison with 1931, the following adjustments would give a fair idea:

- (a) Under "A Superintendence" reduce the total cost of 1931 in proportion to the period the 1941 office was in existence. The respective periods are 1931, 30 months, and 1941, 21 months. So, for purpose of comparison, the total cost of 1931 of Rs. 78,960 would stand reduced to Rs. 55,272.
- (b) Under "B Enumeration", the actuals for Sind as given in Statement No. XI may be compared with 1941 figures for Sind excluding Karachi City.
- (c) Under "C Abstraction and Compilation" reduce the Bombay figure to one-fourth, and further reduce it by 80% in view of the strictly limited scale of tabulation in 1941.
- (d) Under "D Miscellaneous" reduce the Bombay 1931 figure to one-fourth; and
- (e) Under "E Stationery and Printing" reduce the Bombay figures for 1930-31 and 1931-32 to one-fourth and omit the figures for 1932-33; and add to the Sind figure of 1941 the cost of enumeration pads.

The net result, exclusive in both years of the cost of printing the Report and Tables, is :-

A Superintendence	Rs. 55,272	Rs. 55,540
B Enumeration	28,090	20,257
Sind, excluding		
Karachi City	18,245	6,456
Karachi City	9,845	13,801
C Abstraction and		
Compilation	12,908	6,266
D Miscellaneous	580	--
E Stationery &		
Printing	15,026	3,426 + 7,225*
	-----	-----
Total	1,11,876	85,489 + 7,225
		Rs. 92,714.

* Cost of enumeration pads.

Office of the Census Commissioner for India.

DEPARTMENT.

File No

BRANCH.

Serial No.

Draft

Letter
Memorandum
Telegram

Class for telegrams

Ordinary	*Only for Foreign Telegrams.
Express	
Urgent*	
Priority	†Not for Foreign Telegrams.
Clear Line†	

Dated

To be issued on

Issued on

My dear Lambrick,

1st Reminder

2nd Reminder

3rd Reminder

Heading :

Case or Diary No.

If post copy of telegram required

Date of despatch or above

List of enclosures

Financial Chapter/ .

Your D.O. No. 266, dated 9.3.42

You have not sent the statement of recoveries and receipts ~~along with the Financial Chapter of your Administration Report.~~ Please send ^{it} the same at your earliest convenience.

(Code word for telegram)

Yours sincerely,

H.T. Lambrick Esqr, ICS.

Census Commissioner for India
Care of Home Department

DEPARTMENT.
BRANCH.

File No.

Serial No.

Draft ^{Letter} ~~Memoandum~~ _{Telegram}

Class for telegrams	INLAND :	FOREIGN :
	Immediate	Immediate
	Important	Important
	Express	Ordinary
	Ordinary	Without priority

No. 105/3-42 Dated May 1942

To be issued on

Issued on

To

My dear Lambrick,

Sind Administration Report -
Financial Chapter
My d.o. 105/3-42 dated 30-3-42.

I have not received the statement of recoveries and receipts. The proof of the financial chapter of my administration report ~~whether~~ ^{whether} this should be incorporated has already come from the press. I shall ~~therefor~~ be obliged if you could expedite the statement.

Yours sincerely

H.T. Lambrick, Esq., I.C.S.,

(Code word for telegram)

Demi-official.

No. 546

Government House,
Karachi, 7th. May 1942.

Sind Administration Report
Financial Chapter.

With reference to your demi-official
letter No. 105/3-42 dated the 30th March 1942,
I enclose a statement of recoveries and receipts.

Enter in the Financial Chapter.

Wandyanat
19-5-42.
for C.C.

J.N. Beri,
Finance Dept.

M.M.W.M. Yeatts, Esquire, CIE., ICS.,
Government of India, Home Department,
New Delhi.

Statement of recoveries and receipts.

District, State or Charge	On What account	Amount
<u>Recoveries.</u>		
		Rs. - as. - p
Khairpur State	Cost of enumeration papers	352 - 14 - 0
	" " general schedule	61 - 8 - 0
	" " house list forms	38 - 0 - 0
	Railway freight	82 - 10 - 0
Tando Adam Municipality	Compilation and abstraction	34 - 0 - 0
Larkana Municipality	-do-	56 - 0 - 0
Nawabshah Municipality	-do-	35 - 0 - 0
Shikarpur Municipality	-do-	126 - 0 - 0
Mirpurkhas Municipality	-do-	39 - 0 - 0
Sukkur Municipality	-do-	133 - 0 - 0
Jacobabad Municipality	-do-	43 - 0 - 0
Hyderabad Municipality	-do-	255 - 0 - 0
Karachi Municipal Corporation	-do-	693 - 11 - 0

		1,949 - 11 - 0

Receipts.

Thar Parkar District	Sale of unused pads	11 - 9 - 0
Larkana District	- do -	3 - 9 - 3
Mutthiarkar of Pano Akil (Sukkur District)	- do -	0 - 7 - 0
Tando Adam Municipality	- do -	0 - 5 - 0
Larkana Municipality	- do -	1 - 2 - 0
Superintendent of Census	- do -	2 - 9 - 0
Jacobabad Municipality	- do -	0 - 5 - 0
Collector of Dadu	- do -	3 - 3 - 3
Collector of Karachi	- do -	5 - 7 - 9
Chief Secretary to Government	Sale of furniture	348 - 6 - 0
Superintendent of Government Stationery & Printing	- do -	63 - 8 - 0
Superintendent of Census	- do -	46 - 8 - 0

		486 - 15 - 3

Superintendent
Census Operations in Sind.

Census Stations and Agency.

S.No.	District or State	Number of Charges Circles	Blocks	Charge Superintendents	Superintendents	Enumerators	Charge Superintendents*	Average number of houses per Supervisor	Enumerator
1.	Karachi City	5	550	5	165	556	14784	448	133
2.	Karachi District	14	283	14	45	311	4649	1446	209
3.	Hyderabad Municipal Area	1	118	1	42	187	27190	647	145
4.	* Hyderabad District	13	492	13	50	549	8907	2316	211
5.	Sukkur	14	763	14	97	813	8921	1288	154
6.	Larkana	10	282	10	32	302	8220	2569	272
7.	Nawabshah	10	342	10	44	371	10176	2313	274
8.	Thar Parkar	13	332	13	65	333	9043	1809	353
9.	Dadu	11	285	11	37	322	5906	1756	202
10.	Upper Sind Frontier	6	191	6	23	208	6823	1780	197
	Sindh			97	620	3952			
11.	Khairpur State	8	238	8	35	243	6090	1392	201

£. Excludes the three Cantonments and Military Area, which are shown in S.N.2, Karachi District.

*. Except Nasarpur Municipality, details for which have not been received inspite of continuous reminders.

Number of Forms and Circulars supplied and

Other Forms & Circulars supplied.

S.No.	District or State.	Enumeration supplied	Slips used	Block House lists supplied	used	Hand book of Instructions for Enumerators	Letters of Authority	Special instructions for the enumeration of Boat Population on the River Indus	Special rules for Military Area	Fertility Forms
1.	Karachi City	4,34,000	4,05,362	11,194	8,816	865	800	-	-	3,000
2.	Karachi Distt.	4,43,200	3,44,809	4,953	3,387	187	213	65	200	100
3.	Hyderabad Municipal Area	47,800	1,44,873	2,000	1,861	180	195	-	-	500
4.	*Hyderabad District	7,34,100	5,97,758	6,995	6,442	370	614	29	20	-
5.	Sukkur	8,22,500	7,08,931	9,026	8,303	767	848	47	-	-
6.	Larkana	5,66,100	5,22,677	4,663	4,273	282	312	27	-	350
7.	Nawabshah	6,34,800	5,97,324	6,343	5,676	333	375	41	-	100
8.	Thar Parkar	6,53,000	5,96,742	6,706	5,583	334	400	-	-	250
9.	Dadu	4,26,300	4,10,391	3,597	3,458	276	491	55	-	100
10.	Upper Sind Fr.	3,28,900	3,06,334	3,032	2,716	191	213	21	-	100
11.	Khairpur State	3,20,900	2,37,907	2,639	2,072	237	272	17	-	-
12.	Reserve		29,500							

* Except Nasarpur Municipality, vide note above.