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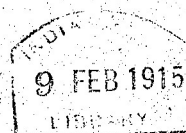
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CENSUS OF INDIA, 1911.

VOLUME V.

BENGAL AND SIKKIM.

PART IV.



CHAPTER I OF ADMINISTRATIVE VOLUME

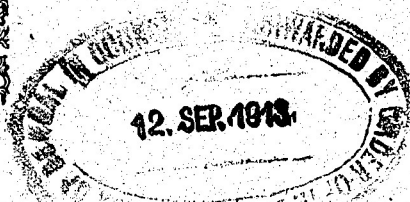
BY

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CALCUTTA:

BENGAL SECRETARIAT BOOK DEPÔT.

1913.



PREFACE.

THIS volume consists of a general review of the census operations in Bengal as constituted at the time of the census. It has been laid down by the Census Commissioner that it should be prepared solely for the use of the next Provincial Superintendent; but as the Government of Bengal has ordered that copies should also be supplied to District Officers, I have ventured to go beyond his instructions a little and include certain matter that may be of use to them at the next census.

L. S. S. O'MALLEY.

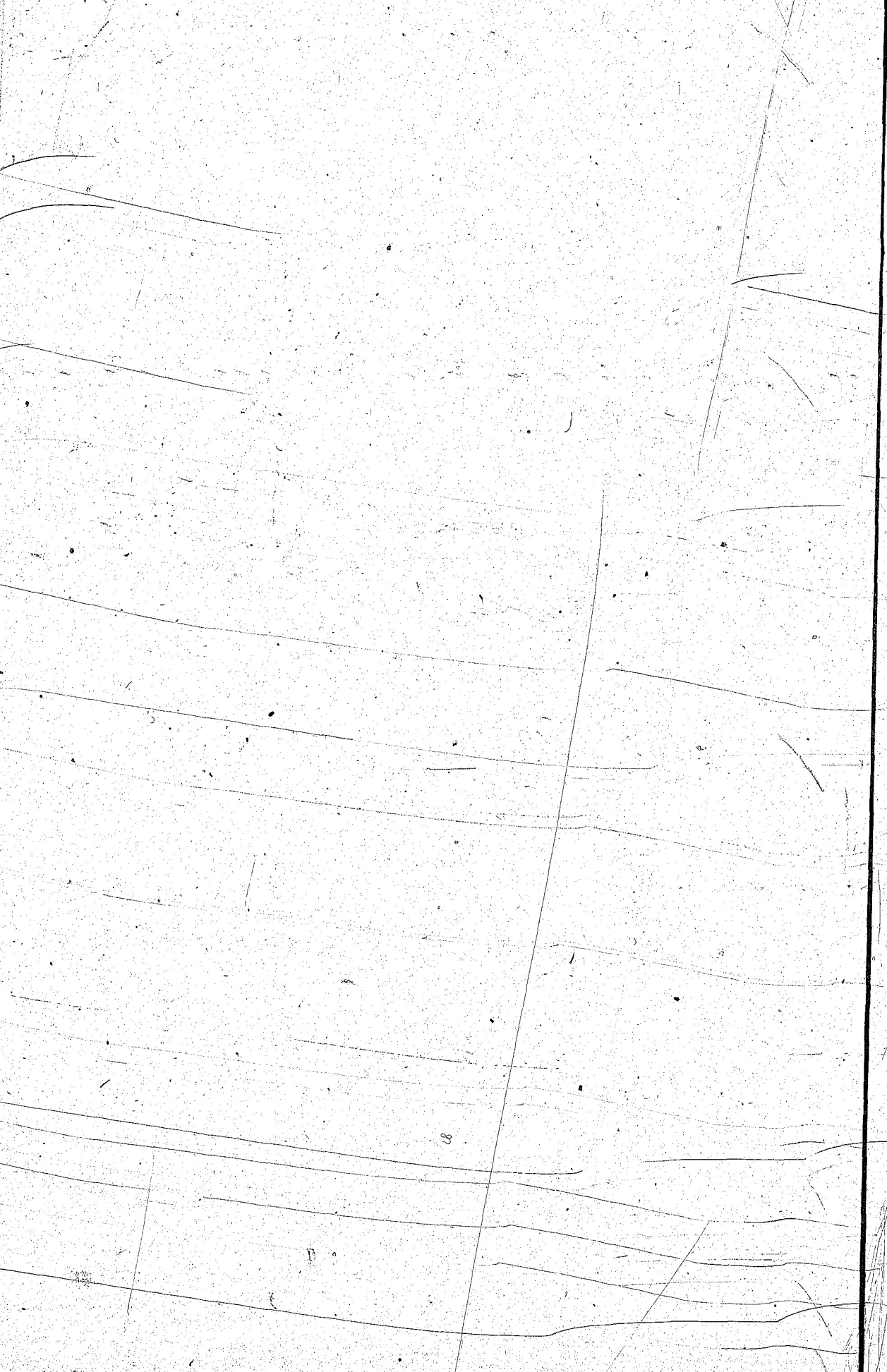


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REPORT

ON THE

CENSUS OF BENGAL

AND

SIKKIM, 1911.

ADMINISTRATIVE VOLUME.

CHAPTER I.

THE TAKING OF THE CENSUS.

A.—The General Village Register.

This volume deals with the census procedure in the Province of Bengal and the State of Sikkim as constituted at the census of 1911. Bengal then comprised the present Province of Bihar and Orissa, and the following parts of the Presidency of Bengal—the Presidency and Burdwan Divisions, the District of Darjeeling and the State of Cooch Behar. The procedure adopted in the census of Calcutta is dealt with in another volume.

THE JURISDICTION LISTS.

2. In its resolution reviewing the results of the census of 1901 Government remarked :—

“The first step necessary in the arrangements for a Census is the preparation of a complete list of villages. This is a matter of special difficulty in Bengal, owing to the absence of a village revenue agency and to the fact that no attempt has ever been made to keep the records of the revenue survey up to date. In many places the old survey mauzas have changed their names and their boundaries have been lost sight of, or can only be traced out laboriously with the aid of large scale maps or by questioning the agents of the local zamindars. These enquiries have to be repeated at each succeeding census, owing to the extensive changes which take place on account of (1) changes in the course of the great rivers that run through this province; (2) the temporary character of the houses in many parts, which results in a constant change in the formation of villages—hamlets growing into villages, and villages sinking to the status of hamlets; (3) the habit of changing village names; and (4) the constant change of village sites in Chota Nagpur and other remote tracts, where land is plentiful and fresh clearances for cultivation are made every two or three years. For these reasons, the preliminary instructions were issued early in the cold weather of 1899-1900, so that the necessary local enquiries might be carried out during the touring season under the direct supervision of the District Officers. These instructions provided for the preparation of complete lists of inhabited villages, showing the mauza in which each village was situated, the number of houses in each and the names of the persons qualified to act as supervisors and enumerators.”

3. In compiling the village lists, considerable difficulty was experienced owing to the general absence of up-to-date and accurate lists of mauzas. In some districts, where there had recently been a cadastral survey, the thanawari lists furnished the information required, but elsewhere the only

a

records available were the Boundary Commissioner's lists, *i.e.*, lists of survey villages or mauzas, which were compiled, thana by thana, for all districts in which there had been a revenue survey. They had been prepared between 1853 and 1880, and represented the state of things which existed at the time they were prepared. Since then the boundaries of thanas and districts had been extensively rearranged, and great changes had taken place owing to the shifting of river channels in deltaic country. In many parts such changes had not been noted in the lists, with the result that they had become obsolete; elsewhere, attempts had been made to correct the lists in accordance with these changes, but the result was far from satisfactory. It was found that the arrangement of mauzas, though supposed to be geographical, was not always systematic, and in a number of districts the lists were in a state of hopeless confusion.

4. These facts were represented to Government, and in 1903 it was decided to revise the Boundary Commissioner's lists and prepare up-to-date lists of mauzas in districts in which the Boundary Commissioner's lists had not been superseded by the thanawari lists prepared in the course of survey and settlement. This work was entrusted to Mr. Rowland N. L. Chandra,

BURDWAN.
BIRBHUM.
BANKURA.
MIDNAPORE.
HOOGHLY.
HOWRAH.
24-PARGANAS.
MURSHIDABAD.
NADIA.

KHULNA.
JESSORE.
GAYA.
MUZAFFARPUR.
CHAMPARAN.
SARAN.
SHAHABAD.
CUTTACK.
PUR.

Deputy Magistrate and Deputy Collector, who prepared revised lists, known as Jurisdiction lists, for the marginally-noted eighteen districts,* and also maps, known as Jurisdiction maps, which showed the boundary of each mauza, its name and the serial number assigned to it in the Jurisdiction lists. In other districts settlement and survey operations were in progress during the decade

1901-1910, and lists of mauzas or settlement villages had been compiled from the settlement records. The census officer of 1911 had thus a great advantage over his predecessor in having accurate and reliable lists of mauzas as a basis for writing up the village register, which is intended to be a complete and accurate record of all inhabited areas.

5. In preparing the village register, the mauza was taken as the unit (except in 4 districts), all residential villages or hamlets being grouped under the mauza within which they were included. In the districts of Hazaribagh, Manbhum, Palamau and Darjeeling, where there had been no revenue survey, this procedure could not be adopted, and the residential village was, therefore, taken as the unit. As in 1901, the latter was defined as "a *gaon* or *gram* together with its adjacent *tolas*, *paras*, *nattis*, *pallis*, *chaks*, *bi-has*, *diks*, *sahis*, and *mahalas*, provided that none of these dependent collections of houses are so large or so distant from the central village as to form in themselves true villages with distinct individual names." Unlike the village, the mauza, *i.e.*, either the revenue survey mauza in areas which were surveyed at the time of the revenue survey or the mauza adopted as a unit in later district surveys, is a permanent unit, for each has its fixed boundaries and a definite place and in the aggregate they make up the whole district. New villages or groups of houses with new names may spring up, but they do not affect the mauza which remains as before, unless, of course, it is diluviated. Consequently, by adopting the mauza as the census unit and by ascertaining what inhabited villages or hamlets lie within each, it is possible to obtain a complete and accurate record of all inhabited areas, and to compare the statistics obtained at each successive census.

6. The difference between the mauza and village was not always understood, and soon after I took up the appointment of Census Superintendent, I found it necessary to issue the following instructions for the benefit of officers engaged in preparing lists of villages in places (*e.g.*, in Lower Bengal) where the term mauza and its meaning are not generally known. "The term 'mauza' means a parcel of land, which as a rule

* Similar maps and lists were also prepared for nine districts of Eastern Bengal, *viz.*, Dinajpur, Rajshahi, Rangpur, Pabna, Bogra, Malda, Mymensingh, Tippera and Noakhali. In these and other districts under the administration of the Government of Eastern Bengal and Assam the residential village was taken as the census unit.

is partly built over, but mostly cultivated and waste, with a definite position and area, the boundaries of which were defined at the time of the revenue survey. It usually bears the name of the main village or collection of houses found on it when the survey was made, but the two things must on no account be confused. It is possible that in many cases, the inhabited portion of the mauza then existing may have disappeared, or be now known by a different name. New villages or groups of houses may also be established, or existing villages may become depopulated and abandoned. The area of land included in the mauza, however, remains the same, and its position and boundaries continue unchanged. There is no such thing as a new mauza or sub-mauza; and the mauza cannot disappear, except by diluvion or by transfer to some other thana. Briefly, the term 'mauza' is used to indicate the area, and 'village' the collection of dwelling-houses. What is required is that each mauza should be dealt with in turn, and the names of all villages and hamlets actually in existence within its boundaries noted."

7. The form prescribed by Government for the General Village Register was as follows:—

THE GENERAL VILLAGE REGISTER.

1	2	3	4	5	6	7	8
Serial number of mauza within the thana.	Name of mauza.	Names of all inhabited villages or hamlets within each mauza.	Number of houses in village or hamlet.	Names of persons qualified to act as supervisors.	NUMBER OF CENSUS—		REMARKS.
					Circles.	Blocks.	

It was laid down that this register should take the place of the Census Registers (A and B) of 1901 in all districts in which the Boundary Commissioner's list had been superseded either by a cadastral survey or by the new Jurisdiction lists. Registers A and B of 1901 are shown below:—

REGISTER A OF 1901.

1	2	3	4	5	6	7	8	9
Number in Boundary Commissioner's list.	Name of mauza.	Survey number of mauza.	Whether inhabited or not.	Names of inhabited villages or hamlets within the mauza.	Number of each inhabited village or hamlet in Register B.	PERSONS SUITABLE FOR APPOINTMENT AS SUPERVISORS.		PERSONS SUITABLE FOR APPOINTMENT AS ENUMERATORS.
						Name.	Profession.	Name. Profession.

REGISTER B OF 1901.

1	2	3	4	5	6	7	8	9
Serial number.	Name of village.	Survey number.	Name of mauza.	Serial number of mauza in Boundary Commissioner's list.	Number of houses in village.	Number of Enumerators' blocks.	Census circle in which included.	REMARKS.

Columns 1 and 2 of the new register were filled up from the thana lists of cadastral surveys or from the Jurisdiction lists. Previous experience having, as already stated, shown that the inhabited villages in any given area may, in the course of ten years, undergo such changes as to render the area difficult of identification with previous records, it was directed that column 3 of the register (showing the inhabited villages within each mauza) should be carefully written up to date from inquiries based on the information contained in column 5 of Register A, column 2 of Register B and column 3 of Register I of the Chaukidari Manual. To obtain this information, extracts from columns 2 to 6 of Register A and columns 2 to 4 of Register B, together with a copy of the thana maps prepared in conjunction either with the cadastral survey or with the Jurisdiction lists (or a copy of the thana *mu'mali* in cases in which the cadastral survey had been completed, but not the thana maps), were sent to the officer in charge of each thana, who was required to state what inhabited villages were situated within the area of

each mauza. In other words, the Police officers prepared village lists; *i.e.*, lists of all the residential villages in each mauza. Inquiry by responsible officers, *e.g.*, Deputy and Sub-Deputy Magistrates, Kanungos and Sub-Registrars, was ordered in case of omissions and discrepancies, such as cases in which villages inhabited in 1901 were not entered in the village lists.

8. A different procedure was prescribed for the districts of Darjeeling, Hazaribagh, Manbhum and Palamau, which have not been completely surveyed. In their case Register B of the last census was brought up to date, thana by thana, the village in column 2 being the residential village or whatever local area was adopted as the unit at the census of 1901.* In some parts of these districts there are areas which have been surveyed, and here the survey mauza was adopted as the unit by which inhabited villages were grouped.

9. In some districts the preliminary work connected with the village register was concentrated at the district head-quarters, extracts from the registers of 1901 being made there and circulated to Police officers. Subsequently also the village lists prepared by the latter were checked and the register finally written up there. In other districts this work was done at each subdivisional head-quarters. In a few districts lists of mauzas, with their component villages and hamlets, were first compiled at head-quarters from Chaukidari Register I, which was checked by the census registers of 1901 and the Jurisdiction or settlement lists, in order that they might be as complete and accurate as possible before reference was made to the Police officers and local inquiry made. There is much to be said in favour of this course. Police officers are busy with their ordinary work during the cold weather; some are slow, and not all are intelligent. The preliminary compilation of the lists at head-quarters was justified by its success, for the village register was completed earlier than in districts where the village lists were drawn up by the police in the first instance. There was this further advantage, that the latter could not shirk work and endanger the success of the subsequent operations by merely copying out entries from the old registers.

10. In compiling the village lists, the Police officers had two very useful records to assist them, *viz.*, the Jurisdiction or settlement maps and Chaukidari Register I.

The Jurisdiction maps are skeleton maps of thanas showing the boundaries of each mauza, and also its number as entered in the Jurisdiction lists; a reference to the latter is sufficient to show its name. Chaukidari Register I is a register (also known as the Union Register), of which the first three columns show for each mauza in the Chaukidari union (1) its serial number according to the settlement list, or the Jurisdiction list, or the Boundary Commissioner's list, as the case may be, (2) its name, and (3) the inhabited villages included in it. It will be seen that the entries in this register correspond to those required for columns 1 to 3 of the General Village Register. Consequently, where it had been kept up to date, the preparation of the village lists presented no difficulty.

11. It was intended that the General Village Register should have been completed before the end of the cold weather, but unfortunately the Government circular on the subject was not received in the district offices until two months of the cold weather had elapsed. The preparation (in the head-quarters office) of extracts from Registers A and B of 1901 for circulation to police officers took a considerable time; and the inquiries about inhabited villages and, later, about discrepancies and omissions, were protracted into the hot weather. Complaints on this score were general, and there was a consensus of opinion that orders for the preparation of the register should have issued two months earlier.

Considerable difficulty was also caused in some districts by the Government circular being sent on to Police officers without further explanation. They did not clearly understand what was required, and were confused by instructions which were not meant for them. The necessity for issuing

* In Darjeeling the form of the register is modified to suit local conditions.

instructions in a simple and comprehensive form to Police officers should be insisted upon at a future census. These instructions might be in the same form as those issued by the District Magistrate of Saran (both in English and the vernacular), which are reproduced below :—

(1) Preparations for the census must begin at once. The first thing necessary is to compile a register of villages. The register will be compiled in this form.* A blank register is herewith sent to you. Separate registers are sent for the municipalities. Columns 1 to 3 should closely correspond to columns 1 to 3 of the Union Register I.

(2) Columns 1 and 2 will be filled up from the Jurisdiction list herewith sent. The thanawar map is already with you for your ready reference. Leave plenty of space in the case of a large mauza for entry of the *tolas* in column 3.

(3) In column 3 you will enter, one below the other, the name of each inhabited *gaon* or *tola* or *chak* or *kismat* within the mauza. If any village is found to lie partly in another, it should be shown as appertaining only to the mauza in which the major portion lies.

(4) In column 4 you will enter the number of houses against each inhabited *gaon* or *tola* or *chak* or *kismat*.

(5) In column 5 enter the names of suitable persons, such as patwaris and chaukidari *panches*, who are qualified to be enumerators for blocks containing about 50 houses each.

(6) In column 6 enter the names and professions of the most intelligent and respectable persons who are qualified to be supervisors for circles containing each about ten enumerators' block.

(7) You will see how very important column 3 is. If any inhabited *tola* be omitted from this column, it will be forgotten when enumerators are appointed; and the counting of the people will be rendered incomplete. You must, therefore, carefully question chaukidari *panches* and chaukidars and other intelligent people, and must visit the villages and use your local knowledge in order to make the entries in this column complete.

12. The way in which the village lists were prepared and checked generally followed the prescribed procedure. Extracts from columns 2 to 6 of Register A, and from columns 2 to 4 of Register B of the last census, together with a copy of the Jurisdiction or settlement list and map, were sent to the officer in charge of each thana, with orders to furnish a correct and complete list of the inhabited villages in each mauza. For this purpose the entries in the registers of 1901 were checked by consulting panchayats, dafadars, chaukidars and others, and local inquiries were made where necessary. In districts where the panchayati system had been introduced, the Presidents of Unions were at the same time directed to submit lists of villages in their unions. These were used to check the lists prepared by the police and were found most useful, the Presidents having a more intimate knowledge of the villages in their jurisdiction than Police officers who have to deal with larger areas. The revised lists were checked in the Magistrate's office by comparison with the records of 1901, and in many cases with Chaukidari Register I. Discrepancies were inquired into by gazetted officers, such as the District Census Officer, Subdivisional Officers, Deputy and Sub-Deputy Magistrates, Sub-Registrars, Honorary Magistrates, etc. The discrepancies for the most part were such as might naturally be expected. Inhabited villages had disappeared within the past ten years, and new villages had sprung up. Hamlets (*paras*, *tolas*, etc.) which in 1901 had no separate name, had developed into independent villages. Villages again had deteriorated and become hamlets of new villages. In *diara* tracts village sites had changed. In many cases new names had been adopted. Mauzas entered in the Jurisdiction lists did not appear in the old register: in such cases the Jurisdiction lists were, of course, followed, as they contained a list of all mauzas in the district, which made it impossible for any mauza to be

* The form of the General Village Register was printed here with the addition of a column (numbered 5) for the names of persons suitable for employment as enumerators, column 5 of the prescribed form being consequently re-numbered as 6.

lost sight of. In other cases it was found that in 1901 villages had been grouped under wrong mauzas.

13. Where the Chaukidari Register had been prepared recently, it was possible to simplify the procedure. This register had been compiled from the Jurisdiction or settlement lists and the Census registers of 1901 (and in some cases the Census Village Tables of that year) supplemented by local inquiry; and it was sufficient to send the portion relating to each police-station to the officer in charge for a report as to the additions and omissions which investigation showed to be necessary. This made the preparation of the village lists a comparatively simple matter, as the Police officer had merely to bring the Chaukidari Register up to date.

14. The chief difficulty met with was that in some districts mauzas were unknown, and it was difficult to ascertain their boundaries. The Magistrate of Howrah, for instance, reported—"Mauzas are practically unknown in the mofussil. Survey operations took place nearly half a century ago, and the names then existing have largely changed. The names of villages differ in the majority of instances from those of the mauzas: hence, considerable difficulty was found in locating the inhabited villages within their respective mauzas." In Hooghly, there was a similar difficulty in tracing mauzas, some of which were only represented by cultivated fields or gardens. In Midnapore, again, it was found that the boundaries were not known even to the local people, and in some cases their names had been forgotten owing to the greater importance of new villages. Even in Purnea, which had been recently surveyed and settled, thana officers, in spite of the settlement thanawari lists, did not understand the difference between a village and mauza, and their lists had to be largely revised. The confusion thus caused might have been avoided by the issue, at an early stage, of instructions regarding the difference between them such as those mentioned in paragraph 6.

15. In Patna and Ranchi, which had recently come under survey and settlement, considerable confusion was caused by attempting to make the registers of 1901 the basis of the village lists, in spite of the fact that the mauza numbers shown in those registers were those given in the Boundary Commissioner's lists, and that new thanawari lists of mauzas had been prepared by the Settlement Department. This procedure was in accordance with the orders of Government regarding column 3 (quoted in paragraph 7), but it was found to be practically impossible to make any use of the registers of 1901, because the mauzas were arranged according to the Boundary Commissioner's list, whereas in the new register the villages had to be grouped by the mauzas entered in the settlement thanawari lists. In Patna, moreover, small mauzas had been amalgamated, so that a comparison of the thanawari lists and the registers of 1901 involved much useless labour. In the Sonthal Parganas, again, the registers of 1901 were compiled on the basis of the revenue survey mauza, which had disappeared for all administrative purposes, being superseded by the settlement village. It was thought at first that the old revenue mauza would be the census unit, and an infructuous attempt was made to compile the village lists accordingly.

The practical difficulties which arose owing to this procedure may be realized from the following remarks of the Deputy Commissioner of Ranchi. "Copies of Registers A and B for the 1901 census were sent out to officers in charge of police-stations. For thanas for which settlement records had been finally published, the thana lists of the villages prepared by the Settlement Department were also supplied. The Sub-Inspectors were directed to bring the A Registers up to date, and to furnish complete lists of villages within each thana, of inhabited *tolas* or hamlet within each village, and of the number of houses in each *tola* or hamlet. The value of the old records was considerably impaired by the facts (1) that the entries in the A Register did not follow any intelligible order and were incomplete, entries in column 6 containing reference to corresponding entries in Register B being altogether wanting, and (2) that in the absence of any attempt at correct transliteration, names of villages had often been distorted beyond all recognition. The Police officers generally left them severely alone, trusting only to Chaukidari Register I and reports from chaukidars on parade days for

the preparation of the lists required of them. Many of them also do not appear to have attached sufficient importance to the lists prepared by the Settlement Department. The lists submitted by thana officers had, therefore, again to be compared at head-quarters with the old records, and with the thana lists of villages prepared by the Settlement Department. This was a task of considerable difficulty, for the villages entered in the A Register of 1901, the Chaukidari Register I and the settlement lists were by no means identical, what had been regarded as *tolas* in one being treated as independent villages in others, and *vice versa*, and there had been considerable changes in thana jurisdiction since the last census. Moreover, as already stated, the old records were defective, and as no census maps had been prepared in 1901, it was not always possible to ascertain which of several villages of similar names shewn in Register A corresponded with some particular entry in Register B or in the thana lists prepared by the Settlement Department. As might be expected, the discrepancies were not few, and Gazetted officers were sent out to all thanas in the district, not only to find out explanations for these discrepancies but also to check what omissions there had been in the lists submitted by the thana officers."

16. It would have saved much waste of time and labour, if it had been laid down at the outset that where the Settlement Department had prepared new thanawari lists, they were to be adopted without reference to the registers of 1901, and inquiry confined to ascertaining what villages and hamlets were comprised in each mauza or settlement village. Some officers, indeed, considered that, even when there had been no recent survey and settlement, the sending of extracts from the 1901 registers to thana officers was unnecessary, especially where the Chaukidari Register had been prepared, and that it tended to confuse and delay work, while comparison with the registers of 1901 was of little or no use. The lists of villages could, in their opinion, have been more easily and effectively prepared direct from the Chaukidari Registers and from the Jurisdiction lists and maps, supplemented by local inquiry.

17. A minor difficulty was caused by the Jurisdiction and settlement lists being prepared for whole thanas, as many of the latter have been divided into police-stations, each of which is an administrative unit with a distinct organization for police and chaukidari purposes. In Singhbhum, for instance, the Ghatsila thana (Dhalbhum) was treated as a whole by the Settlement Department, and a consolidated thanawari list prepared, though it is divided into five police-stations. In such cases a separate list of all the mauzas in each police-station had to be made from the Jurisdiction list, and separate extracts prepared from the registers of 1901. It was then found that, in many cases, the boundary of the police-station jurisdiction had been laid down with reference to inhabited villages instead of being delimited by mauzas, so that mauzas lay partly in one police-station and partly in another.

18. Discrepancies having been reconciled and the village lists passed (after comparison in many districts with Chaukidari Register I), columns 1 to 3 of the General Village Register were written up at head-quarters—in some cases the district, in others the subdivisional head-quarters. In some places the mauzas were entered in the same order as in the Jurisdiction list, a convenient method which ensured effectual comparison and checking with the circle list later;* in others the mauzas were arranged according to the Chaukidari Unions, i.e., were grouped by the unions to which they belonged. This latter arrangement facilitated the preparation of circle lists later, but as the circle lists were practically copies of the village register, checking by cross reference was practically out of the question. In a few districts the villages in each mauza were arranged geographically, i.e., according to their proximity, which afterwards rendered the formation of blocks an easy matter, but in most cases there was no attempt to make any such arrangement. Column 5 (names of persons qualified to act as supervisors) was at the same time filled in from the reports submitted by the Police officers. As a rule, column 4 (number of houses in each village

* Instructions were given in the Census Code that the arrangement should be geographical. As a matter of fact, the order in the Jurisdiction and settlement lists is geographical, and is quite sufficient for the purpose.

or hamlet) was left blank, the circular issued by Government in December 1909 having been silent on the subject. This omission was unfortunate, for while inquiries about inhabited villages and hamlets were going on, it would have been easy to ascertain the number of houses in each. Orders that information for filling in this column should be collected were not issued till March, and even then the definition of house was not announced. On receipt of these orders inquiries regarding the number of houses in each village were started, but they would have been more expeditious if they had been instituted at the same time as inquiries about inhabited villages, and more effectual if the meaning of the term "house" had been explained.

19. The form of the village register appears susceptible of improvement.

SUGGESTIONS.

The heading of column 1 should state that the number to be entered is the number given in the Jurisdiction or settlement lists: the heading "serial number of mauza within the thana" is not explicit and was not always understood. A serial number should be added for villages, in order to facilitate cross reference between the circle list and village register: needless to say, it is essential that residential villages should not be lost sight of any more than mauzas. The headings (columns 6 and 7) for number of census circle and block should explicitly state that the number is to be that entered in the circle list: the heading as it stands was not always understood, and absurd entries were sometimes made, e.g., the actual number of blocks in a circle was entered. The name General Village Register is also not distinctive. I would change it to Census Mauza Register, as suggested by Mr. Foley, District Magistrate of Saran, with whose remarks on the subject of the use of the term village I entirely agree. "I would," he writes, "regard the word village as anathema and rigorously exclude it from all orders relating to census. The ambiguity of the word causes any amount of difficulty. If the revenue village is meant, the word mauza should be used, and if the residential village the word *gaon* or *gram*. In Burdwan, I found in the last census that the people generally were ignorant of the revenue mauza. In Saran I expected no difficulty in this respect, but I was astonished to find officers of high rank were ignorant of the difference between a mauza and a *gaon*. If the word village were omitted altogether, such officers would be compelled to learn the difference once and for all, and no confusion could arise. I would, therefore, call the General Village Register the Census Mauza Register. Column 3 of the Register I would head 'names of all *gaons* or *grams* with *totas*, *pattis*, etc., within each mauza,' and column 4 'number of houses in each *gaon*, *gram*, *tola*, etc.' The instructions are issued to officers who have to work in the vernacular. There is no object, therefore, in trying to keep English words such as village or hamlet."

20. The form of the register should, I suggest, be as follows:—

Census Mauza Register.

Number of mauza according to Jurisdiction or settlement lists.	Name of mauza.	Names of all <i>gaons</i> or <i>grams</i> with their <i>totas</i> , <i>paras</i> , <i>pattis</i> , etc., within each mauza.	Number of houses in each <i>gaon</i> or <i>gram</i> , <i>tola</i> , <i>para</i> , etc.	NAMES OF PERSONS QUALIFIED TO ACT AS—		NUMBER ACCORDING TO CIRCLE LIST OF—		REMARKS
				Superintendent.	Enumerators.	Circle.	Block.	
1	2	3	4	5	6	7	8	9

As regards the preparation of the register, I am of opinion that its basis should be Chaukidari Register I. The latter is prepared for each union (the number and name of the latter as well as the name of the thana being shown at the top), and the first five columns are—

- (1) Settlement thana number or Jurisdiction list number or Boundary Commissioner's list number.
- (2) Name of mauza.
- (3) Inhabited villages.
- (4) Population according to the last census.
- (5) Number of houses.

As regards the last column, it is laid down in the Chaukidari Manual that it should be distinctly shown whether the house figures are as given in the census or as taken from the assessment list of a specified year, and it is stated that it is preferable to show the census figures where there are no local reasons for doing otherwise.

The preliminary arrangements for the next census would be greatly facilitated if the Chaukidari Register were brought up to date beforehand. The Boundary Commissioner's list number is not required in column 1, but only the mauza number entered in the Jurisdiction or settlement lists. For the other four columns the records of the present census can be utilized, *e.g.*, the General Village Register, the Circle Lists and, in particular, the village tables prepared for each district in the course of tabulation. These tables show each inhabited mauza, its component villages and its population, and there is also an alphabetical index of mauzas which makes their location easy. It seems desirable to refer to these records, as the Chaukidari Register is not always correct, *e.g.*, villages are not always grouped under the mauzas to which they appertain. In one district I found mauzas entered as villages belonging to entirely different mauzas; in others the unions were not formed by mauzas, the result being that villages comprised in one mauza were apportioned to different unions. Uninhabited as well as inhabited mauzas and villages or hamlets should be entered in it, for though uninhabited one year, they may be inhabited in another; the fact that they are uninhabited should be mentioned, an entry, such as uninhabited, *bechiragi* or *bechhapar*, being made in the last column. It is desirable that the Chaukidari Register should be revised and brought up to date periodically, and it should, if possible, be finally revised and brought up to date early in the cold weather preceding the census. Instructions to that effect should issue at least as early as October 1919.

21. For municipalities there should, I consider, be a separate register with appropriate headings. At this census some confusion was caused by the village register, which is intended for rural areas, being used for towns, unintelligent Police officers preparing it for the mauzas included in the town instead of by wards and *mahalas*. To adapt the register for towns, column 1 might be omitted, the heading of column 2 might be changed to "Name or number of ward or circle," and column 4 to "Name of *mahala*, street or other municipal unit," columns 3 and 5 being altered accordingly.

B.—Preliminary arrangements.

22. After the village register had been compiled, the districts were parcellled out into census divisions. Each mauza formed one or more blocks, *i.e.*, a group of houses under an enumerator. The number of houses in each block ranged from 40 to 50, experience having shown that that was the largest number with which one man could deal efficiently. The blocks were grouped into circles, the size of which had to be such that the supervisor in charge of each could exercise effective supervision over all the enumerators and check the whole of the preliminary enumeration. Ordinarily, about 10 to 15 blocks, or from 400 to 600 houses, were assigned to each supervisor. In forming the circles the Chaukidari Union, being a well defined unit with its own organization, was utilized as much as possible. When of small size, it was made a circle, and if it was large, it was divided into several circles. The circles again were grouped into charges, each under a Superintendent. Each charge contained about 12,000 houses, and consisted of a thana or a portion of a thana. The Charge Superintendents again were under the control of the Subdivisional Officers, except in the Sadar subdivisions where they were under the District Census Officer who was entrusted with the general supervision of work throughout the district.

23. The procedure followed in forming census divisions varied. In some cases they were formed by the District Census Officers at the district

head-quarters, and by the Subdivisional Officers at the subdivisional head-quarters, in consultation with the Charge Superintendents and other officers, such as Probationary Deputy Collectors, Sub-Deputy Collectors, Presidents of Panchayats, etc., who had assisted in the preliminary arrangements. In other cases the District Census Officers went round to each thana and called on the Panchayats and Dafadars and formed the census divisions on the spot in consultation with them. The latter method is preferable, if it can be arranged. In one district the District Census Officer actually thought it was enough to circulate Chapter III of the Census Code to Police officers, and direct them to prepare the Circle Lists.

24. The instructions given in the Census Code contemplate the formation of blocks in the first place, after which the blocks are to be arranged by circles; but in practice it was found more convenient to form circles first on the basis of the Chaukidari Union. Some officers were extremely anxious not to subdivide the union, even when it was a large and populous area, because of the convenience of keeping it intact, but it cannot too strongly be insisted that the union must be subdivided where its area is too large for a census circle. Care has also to be taken that the census circle comprises whole mauzas, for it was frequently found that the union boundary cut through mauzas, with the result that some villages belonging to a mauza were included in one union, and other villages in the same mauza were in another union. This, however, would be obviated if the Chaukidari Register is revised before the census operations commence, as suggested in paragraph 20, care being taken to see that each union includes only entire mauzas.

A slight addition appears to be necessary to the instructions in the Code. It is there laid down that a circle should consist of one or more complete mauzas, but some mauzas are extremely large, having a population of 5,000 to 10,000 persons, and must be formed into several circles. A proviso might therefore be added to the effect that where the mauza is too large to form a single circle, it may form more than one circle. One officer has pointed out, with reason, that while definite instructions are given that different mauzas are not to be included in the same block mauzas, the rules are silent about the arrangement of blocks by villages. This omission might be remedied by a rule that residential villages (*gaons, grams*, etc.) should be formed into one or more blocks according to the number of houses, that small villages may be grouped together in blocks if the aggregate number of houses does not exceed the limit fixed, and that dependent hamlets are not to be formed into separate blocks unless this is necessary on account of their size and distance from the parent villages. The last proviso was, it is true, inserted in the Code as a rule to be observed where the residential village was the unit, but it was not specifically stated that it also to be applied where the mauza was the unit. It is perhaps superfluous to add that all possible steps should be taken to ascertain what villages and hamlets are contiguous and can therefore be grouped together in blocks, and also to ensure a correct return of houses, local inquiries being supplemented by reference to the Chaukidari Registers, beat lists, etc. Otherwise, practically all that can be done is to determine the approximate number of enumerators required for each mauza, and a lot of the work has to be done over again, e.g., blocks altered, corrections made in the Circle List, etc.

25. It would have been better to have said that the charge should usually correspond to the town or police-station (thana or independent out-post). The rule that the same Charge Superintendent may have two adjoining charges, provided that the total number of houses does not exceed 15,000, is not felicitous. As a matter of fact, if a thana contains 14,000 houses, there is not much object in forming it into two charges when one and the same person is Superintendent. It would be preferable to extend the limit from 12,000 (which is laid down as the average) to 15,000, and to say that if it is larger than this it must be subdivided. Further, Assistant Charge Superintendents might be allowed for thanas where the number of houses is in excess of the maximum, if there is difficulty in obtaining official Charge Superintendents, or the ordinary work is unusually heavy. At the same time, care must be taken against divided responsibility, and it is therefore

desirable that an Assistant Charge Superintendent should have a definite area allotted to him and work under the thana officer, who should be the actual Superintendent. In Midnapore, where suitable non-official Superintendents could not be obtained, the thanas were kept intact, the senior Sub-Inspector being the Charge Superintendent and retaining responsibility but being assisted by the Junior Sub-Inspector. In Darbhanga also the thana was retained as the unit, and Assistant Superintendents were appointed from Excise and Education officers, each having a sub-charge under the thana officers. Such sub-charges are practically charges under another name.

26. It is laid down that census maps should be prepared for the district and for each Charge Superintendent. Each charge was numbered separately and its boundary shewn by broad blue lines; the boundary of each circle was indicated by broad red lines, and its number entered in red ink; and the number of houses in each mauza was added in pencil after the Jurisdiction or settlement list number which is printed on the map. The preparation of these maps was usually a simple matter, as the Jurisdiction or settlement maps were available. Such maps should be referred to when forming the census divisions, but it is necessary to supplement them by local knowledge. They are only skeleton maps, in which villages and hamlets are not shewn, and information must be given by thana officers and others of the position of villages and of physical features, such as rivers, etc., which may frustrate what otherwise appears an excellent scheme.

27. The census divisions having been settled, a record of them was made in the register known as the Circle List of which the form was as follows:—

Thana		Charge No.		Name of Charge Superintendent											
Serial number of circle.	Name of Supervisor	Serial number of mauza in General Village Register.	Name of mauza.	Name of residential village.	Serial number of village in General Village Register.	Serial number of block.	Number of houses in block.	Name of Enumerator.	Date of completion of house-numbering.	Date of testing of house-numbering.	PRELIMINARY RECORD DATE OF—				
											Testing by—				
											Commencement.	Completion.	Supervisor.	Charge Superintendent.	REMARKS.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16

It was laid down that in the first instance only columns 1 to 6 should be filled in ink and columns 7 and 8 in pencil, as at this stage of the procedure there is not, and cannot well be, a final delimitation of blocks. The more accurate, however, the information about houses, the less necessity will there be for radical change later. It is on all accounts therefore desirable that these inquiries should be thorough and complete, and that they should be based on the proper definition of house and started in good time. As it was, the completion of the Circle List was delayed by the inquiries about houses being started so late. The necessity for carefully checking the Circle List with the village register was not always realized, and villages and *tolas* that were entered in the latter were occasionally omitted. It was in order to prevent such omissions and to facilitate comparison that column 6 (serial number of village in General Village Register) was inserted. Uninhabited mauzas were also sometimes omitted, and it should, I think, be specifically laid down that not only must all residential villages and hamlets entered in the village register appear in the Circle List, but also all mauzas whether inhabited or not. An uninhabited mauza may be inhabited by the time the census takes place, and it is important that it should not be lost sight of. The form of the Circle List might be improved at the next census in the following manner:—

- (1) The serial number of the circle and the name and address of the supervisor might be inserted at the top, instead of the name of the Charge Superintendent. This would save two columns of

a lengthy form, and there is no necessity to copy out the Charge Superintendent's name on every page.

- (2) If the Census Mauza Register suggested in paragraph 20 is adopted, the heading of column 3 should be changed to "Number of mauza according to Jurisdiction or settlement list."
- (3) In column 5 "villages" should be changed to "*gaons, grams, paras, tolas, etc.*"
- (4) Column 6 might be omitted, as the villages of a mauza can easily be traced; if the name and number of the mauza in which they are situated are known. In its place a column headed "Total number of houses in *gaon, gram, tola, para, etc.*" might be inserted, which would be of real value.

28. There was considerable difficulty in estimating the number of forms of the Circle List required for each district, and I would suggest for the consideration of my successor that it will be easy to estimate the number required by obtaining, as soon as the Census Mauza Register is completed, a report of the number of villages and hamlets entered in it. A separate line is required for each in the Circle List, and a calculation of the number of lines in each form will show roughly the number required, a certain allowance being also made for the extra number necessitated by each circle being commenced on a fresh page. Another small point which may be mentioned here is that it is preferable to state that the circles should be numbered serially by the charge (not by the thana or municipality).

29. On the completion of the Circle List, an abstract was sent to the Census Superintendent, stating the actual number of census divisions and the average number of houses in each. This abstract is invaluable to the Census Superintendent. It enables him to check the estimate of forms which he has already made on the basis of the figures of the previous census, and to arrange for printing more if necessary. It is further a good index to the care with which census divisions have been formed, and the rules observed, in districts which he has not been able to visit on tour. A comparison of the actual number of houses with those returned at the last census gives a clue to the extent to which the definition is understood, and the returns of the average number in each census division shows whether the charges, circle and blocks are too large and require further subdivision. The first three columns of the form might be modified with advantage so as to be—(1) name of thana or town, (2) charge number and (3) number of mauzas. I explained in calling for the abstracts that "village" in the 3rd column meant mauza where the mauza was the unit and residential village elsewhere, but it is preferable to have the word "mauza" actually in the heading.

30. The head of the census staff in each district was the District Census Officer, who was either the District Magistrate, or, as was usually the case, a Deputy Magistrate working directly under the District Magistrate. The District Census Officers worked admirably, and it was fortunate for the success of the census that Government was in nearly every case able to accede to the request that the officer selected as District Census Officer should be left in the district until the census was completed. The Code laid down that they should be officers who could tour freely without detriment to their ordinary duties. Excise Deputy Collectors were frequently selected and justified the selection by their excellent work. Officers in charge of the Chaukidari Department are also very suitable for the appointment; it is generally to the interest of chaukidari as well as census work that the appointments should be combined. The District Census Officer was entirely in charge of the operations in the Sadar subdivision and supervised the work in the subdivision. It should be made clear from the first that the Subdivisional Officers are to be responsible for the work in their own subdivisions under the general control of the District Census Officer. The chief point to impress on the latter is that it is not enough to pass on general instructions

APPOINTMENT OF CENSUS OFFICERS.

THE DISTRICT CENSUS OFFICER.

to Subdivisional and Police officers. He should examine them carefully and decide, with reference to local conditions, what supplementary instructions or explanations are required in order to ensure their being understood and carried out. He should also give Subdivisional Officers the advantage of their own knowledge, *e.g.*, when he communicates general orders to subdivisions, he should state the substance of any supplementary instructions and explanations issued in the Sadar subdivision. Conferences might also be occasionally held of Subdivisional Officers, and other officers that can be called in, to discuss progress and settle the measures necessary to make the operations a success.

31. Charge Superintendents were to be selected not later than 15th June, but as a matter of fact were selected earlier.

CHARGE SUPERINTENDENTS.

The sooner they are selected the better, so that they may be conversant with the procedure from the outset. It is highly desirable that there should be no change, unless incompetency renders a fresh appointment necessary: at the next census the Inspector-General of Police might be asked, as was done on the present occasion, to arrange, so far as is compatible with the interests of the service, not to transfer Sub-Inspectors and other Police officers who have been appointed Charge Superintendents. The rule that the Charge Superintendent must be an official could not always be given effect to, and exceptions had to be allowed under the orders of the District Magistrate.

32. Supervisors were to be selected not later than the 15th June, so that they might assist in preparing the Circle List and in the nomination of suitable persons as enumerators, and were to receive letters of appointment not later than the 15th September. It was in any case impossible to appoint them before August, as the Census Act was not passed till that month, and a notification under the Act enabling appointments of Census officers to be made was not issued until the 20th August, long after the operations had been started. All the District Officers could do was to inform men that they had been selected for appointment, and it was impossible to take any legal action against those who refused to serve. In Cooch Behar legislation was much prompter, a Census Act being passed on the 10th April 1910. Considerable inconvenience was also caused by the late printing and issue of the *parwanas* of appointment. In practice it was found that it was difficult to get men to do any real work, until they had been finally appointed and actually received their *parwanas*. I would suggest that in future the *parwanas* should reach the District Officers not later than the 1st August, so that they may be available for issue as soon as supervisors and enumerators are appointed. The suggestion made by one District Census Officer might also be adopted, *viz.*, that the section of the Census Act providing a penalty for neglect of duty should be printed on the back of the *parwana*.

On the whole, not much difficulty was caused by nominees refusing to accept appointment. In some cases it was found that nominations had not been made with sufficient care, and that the objections to serve were really genuine. In other cases, when the objection had no valid basis, it was sufficient to call on the objector to show cause why he should not be prosecuted for his contumacy. Objections were most numerous in the towns, but, except in Burdwan, Muzaffarpur and the Buxar subdivision of Arrah, opposition to appointment was on the whole exceptional.

33. After the appointments had been made, one of the most important

TESTING OF CIRCLE LIST.

operations was taken in hand, *viz.*, the testing of the Circle List to see that the arrangements of circles, blocks, etc., were suitable; and that there were no omissions. An addition to the present instructions appears desirable, *viz.*, that special care should be taken to see that there is no mistake about jurisdiction in the neighbourhood of towns. After the census was over, I found that two whole circles of the Darjeeling Municipality were included in an adjacent mofussil thana. Fortunately, there was time to remedy this mistake, or otherwise the population of Darjeeling would have been returned as about 2,500 less than the real number.

34. In this connection, I may mention that it is useful to have a set of simple instructions drawn up especially for Superintendents in charge of Municipalities, as the Code is intended primarily for rural areas. Those issued to the Vice-Chairmen of municipalities by the District Census Officer of Darbhanga are simple and short, and are therefore reproduced below with a few modifications :—

"You must first of all definitely fix the area to be censused by your municipality. You should at the earliest possible date arrange to see the Charge Superintendents of adjoining thanas, and finally settle with them the area that is to be censused by you. It is of the utmost importance that there should be no misunderstanding regarding your and the Thana Charge Superintendents' respective areas. The municipal areas have already been divided into circles, and Supervisors nominated for each circle. You have also furnished me with information regarding the number of houses in your municipality. What is now required to be done is that you should split up each circle into enumerators' blocks of 30 to 50 houses (if this has not been already done) and then choose an enumerator for each block. There should be no difficulty in selecting the enumerators. The supply of persons fitted to perform the duties of enumerators must be much larger in towns than in the mofussil. I draw your attention, however, to Article 12, Chapter III of the Census Code, and beg further to point out the advisability of consulting the Supervisors before sending the final nominations. I would also request you to see each enumerator and satisfy yourself about his fitness before finally choosing him. The next step should be to prepare a Circle List for your municipality, if this had not been already done. The form of the Circle List is given in Article 8, Chapter III of the Census Code. Column 1 may show the serial number of the circle, column 4 may show the ward number, column 5 the street or mahalla and column 6 the serial number of mahallas as now in your Census Village Register. In other respects this Circle List will be similar to the Circle List issued to the Thana Charge Superintendents. A copy of this Circle List should be kept in your office, and another sent to this office together with the final recommendations of supervisors and enumerators, so as to enable me to send you the appointment letters. The Charge Superintendents of Municipalities should also at the time of sending the Circle Lists to this office allot definite areas to each supervisor by going round over his area with him and the supervisors of the adjoining circles."

C.—House-numbering.

35. The numbering of houses was taken up between the 15th October and the 15th November. In Bihar a later date was fixed, as it is the custom to whitewash houses or plaster them afresh during the *Diwali* festival (which took place on the 1st and 2nd November 1910), and numbers affixed before that festival are liable to be washed out. House-numbering in Bihar therefore began on the 3rd November, and had to be completed on the 30th November. An exception was also made in the case of the tea gardens in Darjeeling, where a number of new houses are built during the cold weather; it was therefore decided, after consulting the Darjeeling Tea Planters Association, that on tea gardens numbering should commence on the 1st January and be completed by the 15th January.

It was at first laid down, under the instructions of the Census Commissioner, that the numbers given to houses should run in a series through the mauza, but sanction was subsequently received to a proposal that houses might be numbered by the block at the option of the District Magistrate. It was also settled in consultation with other District Magistrates that houses might be numbered by villages, where it was more convenient to do so. The procedure therefore was not uniform, and I do not consider that it is necessary to lay down any hard-and-fast rules regarding the system. On the whole it appears that numbering by the villages is the most convenient. On this point I may quote the remarks of the District Census Officers of Burdwan and Gaya. The former remarked :—"If one serial number is used for a whole mauza or a ward in which there are two or three villages or

several mahallas, respectively, there is useless labour in carrying the serial (sometimes consisting of three digits or more) throughout it. If the villages or mahallas are numbered separately, there is much saving of labour and cost. Moreover, if the numbering of houses is separate in each village or mahalla, work can be started simultaneously in all villages or mahallas under the supervision of the supervisors, thus facilitating the completion of the work quickly. Hence house-numbering by villages and mahallas, and not by mauzas and wards, is desirable." The District Census Officer of Gaya wrote:—"The delimitation of blocks presented great difficulties. The rules only provide for two methods, mauzawar and blockwar. The mauzawar serial suggested in the rules disregarded the state of things obtaining in Bihar, where a mauza contains villages situated far apart from one another, and to have run one serial through them all would have created much confusion. The blockwar serial was therefore adopted for this district. But this too was not without its drawbacks. In villages where more than one block had to be formed, more than one house had the same distinguishing number, and to prevent confusion it was considered indispensable to put down in the case of each house the serial number of the block above or below the serial number of the house.* A much simpler method of house-numbering would be numbering the houses villagewar, each village, however large or small, to have a separate set of serial numbers; and I strongly advocate the adoption of this method for future censuses." At the same time, there is this much to be said in favour of numbering by the block, that the enumerator can more easily understand exactly what houses he has if their numbers are, say, 1—45, instead of, say, 223—269. On the other hand, there is the risk of confusion pointed out by the District Census Officer of Gaya, and further if houses are numbered by the block, blocks must be finally delimited beforehand.

36. The definition of house was the same as in 1901, and is now familiar to the people especially, as it is commonly adopted

DEFINITION OF HOUSE.

as the basis of assessment for the *Chaukidari* tax. Where there was any difficulty, its meaning was easily illustrated by reference to such familiar proverbs as "*Jata hari tata bari*," by explaining that there was to be one house for each *chulha*, etc." The only district from which difficulty was reported was Monghyr, the District Census Officer of which wrote:—"The definition of house was not understood by most of the enumerators and supervisors at first." It was found necessary to explain the definition to them in more detail in the following terms:—"A house is identical with a mess. Persons living and eating together in one mess should be treated as living in one house. The word *chulha* is ambiguous. Persons of the same family sometimes have different *chulhas*, e.g., in a Hindu household some persons eat fish and meat, while others are vegetarians. They cook their food in different *chulhas*, but actually live together and have a common store of provisions: such cases should be considered as one 'house.' On the contrary, there are brothers and cousins living in one compound. Their cultivation is joint, but they divide the produce and keep separate stores of provisions. They should be treated as living in separate houses, which should be numbered separately. In Bihar a special difficulty was caused by the not infrequent cases in which one and the same family have houses that are situated in different parts of the same village. On this point the District Census Officer of Patna wrote:—"Since the definition laid down that one or more buildings inhabited by one family were to form one house, this was constructed by some officers to mean that all the buildings belonging to and in the occupation of one family, although they were not connected with one another, i.e., were so far apart as to have altogether different boundaries and enclosures, were to be reckoned as one house and to bear one number.* Instances were not rare when two or more buildings wholly removed from one another were found in the occupation of one commensal family. Generally speaking, such buildings were treated by the supervisors as one house, and the same number was assigned to these different buildings. This is obviously incorrect and liable

* This system is commonly followed in towns, the circle number being also added.

to cause confusion and inconvenience. And, as a matter of fact, it happened in some cases that one of the buildings fell in one block and the other in another, whereby the enumerator was seriously inconvenienced. In such cases separate numbers should have been given, as the houses had altogether different boundaries. In order, therefore, that this kind of anomaly might not arise in future censuses, this point should be cleared up by an explanatory note to the definition of house." The District Magistrate of Shahabad similarly remarked:—"The question was raised as to whether a family having two or more houses distant from each other should be given one number as belonging to one commensal family, or separate numbers according to the number of house. A reference was made to the Census Superintendent, and under instructions given by him houses belonging to one commensal family and situated in one compound were given one number; but a house belonging to the same family and situated at a distance was given another number."

37. One of the chief points to be looked to at this stage of the proceedings is not only that houses are not omitted, but that buildings that are not really houses are excluded. It was frequently found that numbers were given to cowsheds, *baitakkhanas*, ruined or deserted houses, temples and mosques, where it was practically certain that there would be nobody on the census night. The numbering of such buildings was probably due in part to the rule given in the Instructions to Supervisors that *sarais*, temples, encampments, mooring *ahâts* and other places, where anyone is likely to be sleeping on the census night, should be numbered in addition to ordinary houses. The wording of this rule is misleading, as it does not clearly show that the words 'anyone is likely to be sleeping on the census night' qualify all the preceding portion as well as 'other places'. There was, moreover, a tendency to argue that it was possible that some one might sleep in such buildings on the census night. It should, I think, be made clear in the instructions that no building that is not usually occupied, should be numbered unless it is likely that it will be inhabited at the time of the census.

38. The substances usually employed for numbering were *geru* (yellow ochre) and coal-tar. The latter was most suitable for mat-walled houses, and the former for the mud houses of Bihar. The following remarks by the District Census Officer of Patna are interesting:—"The material most used for house numbering in the district was *geru*. It is a very cheap substance—a pice worth would do for 40 to 50 houses, if properly used. Coal-tar was also used in some places, but the experience of house-numbering in 1901 had shown that *geru* is more lasting than coal-tar. There are some houses in almost every village in the Dinapore subdivision, for instance, which still retain conspicuously the marks of *geru* painted on them in the year 1901, and thus testify to the lasting nature of *geru*. But there are very few such instances of coal-tar marks. Apart from its cheapness and lasting nature, *geru* is particularly liked by Indians as being an auspicious colour, and hence it was popular with census supervisors, etc." Except in municipalities, where the Municipal Commissioners paid for part or the whole of their cost, the materials were usually supplied by the supervisors and enumerators without any objection, for the cost is insignificant being under a pice per block. One young District Officer was anxious that Government should pay for the house-numbering, but not only the cost would have been large if this was generally allowed, but the difficulties of distribution and of ensuring that each enumerator got his pice would have been insuperable.

39. While the houses were being numbered, house lists were prepared, i.e., forms showing for each mauza the census number of the house; the description of the house, and the name of the head of each family. The house lists and block lists are identical in form, but the former are filled up for the whole mauza (or residential village where that is the unit), and the latter only for each block. In other words, the block list is a copy of that portion of the house list which relates to the block, and it is drawn up by the enumerator and included in his enumeration book. The use of two different terms for the same form is apt to create confusion. It would be better to call the form the house list, and have it

HOUSE LISTS.

prepared in duplicate, one copy being kept by the supervisor and the other by the enumerator.

40. During the whole time that house-numbering was in progress, the Charge Superintendents and other inspecting officers were to be constantly on the move, inspecting the work, correcting mistakes and seeing that no houses are left unnumbered or omitted from the house lists. I recommend to Census officers the following instructions which were settled on at a conference of Census officers in Bhagalpur and issued by Mr. E. L. L. Hammond, i.c.s., then District Magistrate of Bhagalpur :—

(1) To ascertain whether house lists have been written out for the whole mauza, the Charge Superintendents are required to call for the block lists of each enumerator before the 20th January and compare them with the house lists of supervisors, at the same time taking care to see that the total number agrees with his Circle List. The lists will then be made over to the supervisors and enumerators, the fact being reported to the Subdivisional Magistrate or the Deputy Magistrate in charge of Census at Sadar.

(2) Each Charge Superintendent must in the above case, himself see each supervisor with the latter's enumerators, and (a) see that he has written up his house list and got the same properly according to blocks or mauzas as the case may be, and then instruct him as regards filling up schedules, and (b) see that each enumerator has his house list properly written up. The enumerators should be called to meet the Charge Superintendent with the supervisor for purpose of instruction. (3) Each Charge Superintendent will submit a report by February 1st that this has been done for each circle. Any Charge Superintendent who fails to do this will incur my displeasure, and the fact that he has been found dilatory or indifferent in census work noted in his character report (in the case of a Government officer)."

41. From November to the end of January the enumerators and supervisors were systematically and methodically trained in the duties of actual enumeration, i.e., how the columns of the schedules were to be filled up, what mistakes were likely to occur, etc. For this purpose oral instruction was supplemented by test enumerations, for which some blank schedules were provided. It was laid down that training centres should be formed at all places where an intelligent agency was available, e.g., an Honorary Magistrate, a Sub-Registrar, a school-master, a dispensary doctor, a well-educated post-master, etc. "The great point," it was stated, "is that the instructions must filter down from the District Officer to the enumerator; and that the supervisors must not try to teach the enumerators until they have first been taught by the Charge Superintendent or some other officer and the latter again should receive instruction before being deputed to train others." It was further directed in order to avoid unnecessary trouble to the supervisors that they must not be asked to attend at centres far away from their houses. On this point I may quote the remarks of the District Census Officer of the 24-Parganas, Babu Sukumar Halder :—"In the matter of training the census staff, it was found on the one hand that the Charge Superintendents and the inspecting officers were inclined to call in supervisors and enumerators from long distances to attend at centres convenient for themselves, while on the other hand the supervisors and enumerators were not disposed to go any distance from their own houses to receive instruction. A few of the supervisors and many of the enumerators received no training till towards the close of the operations. This matter was noticed by me at an early stage in the course of my inspections, and in some cases I had to see supervisors and even enumerators in their own houses in order to explain the rules to them. Charge Superintendents and inspecting officers were repeatedly asked to go into the interior, and not bring away the people from long distances. These measures had the desired result. . . . Supervisors and the better classes of the people generally are averse to visiting the police stations under any circumstances. It should be ruled that centres for instructions should be fixed at market-places, *barwiritolas* or in the *baitakkhanas*

of respectable men, and the practice of summoning people to the thanas should be discouraged. Charge Superintendents and inspecting officers should go into the interior as far as practicable so as to give the least possible trouble to the supervisors and enumerators, who, as unpaid agents, are naturally indifferent and very often apathetic." I may add that a good device was adopted by the District Magistrate of Bhagalpur, who laid down that meetings should be held at the places where the returns of the preliminary and final enumeration were to be handed in later. His orders were—"Charge Superintendents must clearly understand that if the supervisor calls a meeting of the enumerators, or if the Charge Superintendent goes to see the supervisors and enumerators (as ordered for purposes of instruction), the meeting place must be the place selected by the Charge Superintendent, in consultation with the supervisors, where the returns of the preliminary and final census will be handed in. If enumerators or supervisors are sent for to see the Daroga Babu at odd places, there will be certain confusion. One place in each circle for enumerators to meet, and one or two places in each charge for supervisors to meet, must be definitely selected and the places so selected reported by Charge Superintendents."

C.—Preliminary Enumeration.

42. The preliminary enumeration began on the 1st February 1911 in the villages, and on the 11th February 1911 in the towns, and was completed by the end of the month. During this period the necessary particulars were entered in the schedules for all persons ordinarily resident in each house. In order to reduce mistakes to a minimum, the record was first made on plain paper, and the schedules were not written up till the rough draft had been passed by the supervisor. While the preliminary enumeration was in progress, and also after its completion, every effort was made to see that no omissions had occurred, and that the entries were complete and accurate. For this purpose officers, who had been carefully trained beforehand, were deputed to examine and check the work and to give instruction to the staff.

In one respect a deviation was made from the procedure adopted in 1901, when all courts and offices were closed on the 20th and 21st February in order to set officers and clerks free for checking the preliminary record. This was not done on this occasion, for the experience of that census showed that it was better to depute a few selected men for a longer period to visit tracts where the work was known to need more supervision than it would otherwise get. This plan was adopted with success, care being taken that those officers who were sent out had received a careful training beforehand. Unless they are thoroughly conversant with the rules, they do more harm than good. The value of such a trained body of men can be realized from the experience of one District Census Officer, who reported :—"The majority of Police Sub-Inspectors needed an immense amount of supervision. They would not read the Code, and, if they did, they did not trouble to understand it or act in accordance with it, though no pains had been spared to make them understand their work. They made glaring and obvious mistakes at every stage and could not be left to themselves. The inspecting officers, viz., the Sub-Inspectors of Schools, the Sub-Registrars, the Sub-Deputy Collectors and Deputy Collectors, all reported that whenever they found that mistakes had been made in the schedules, the invariable answer was that the Sub-Inspectors had given them the instructions and very often produced the draft schedule in which the Sub-Inspectors had made the correct entry wrong."

43. It was made a general practice to prepare the preliminary record on blank paper in the first place, and the draft record was checked by the supervisors and others before being copied on to the printed forms. In some places this was done so completely, that the preliminary record was merely a fair copy of the draft record. There is a general consensus of opinion that the printed instructions were not sufficiently studied by the enumerators, and that they gained more knowledge of rules and procedure from the oral instruction they received and from the experience gained by

writing the draft record and having it corrected. I believe that the neglect of the printed instructions was largely due to their being printed on the cover of the enumeration book. The enumerators carefully preserved the covers without reading them for fear that they might be spoilt and torn. In one district they were distributed only just before the preparation of the draft record began, with the same idea of preserving them: the result was that the enumerators had not sufficient time to master the instructions before they attempted to fill in the entries on blank paper. It has been recommended by the District Census Officer of Midnapore that the instructions meant for the enumerators (together with a specimen schedule) should be printed separately and distributed to the enumerators with their parwanas of appointment. This appears a sound suggestion, and it should not be difficult to give effect to it. If, as was done at this census, the instructions to the enumerators and the specimen schedules are printed and distributed to supervisors* it will be merely sufficient to see that the extra number required for the enumerators are printed off at the same time and issued with their parwanas. They would then have time to study them, especially the specimen schedules, which generally prove more instructive than the actual rules. The cover will then be simply a cover, with a few entries on the first page, and the other three pages blank. The entries now made on the first page can be retained there (excluding those which, as explained subsequently, appear to be superfluous), and the enumerators' abstract, which is at present printed on the third page, can be transferred to the right-hand portion of the first page.

44. A few blank printed schedules were supplied to each enumerator, and the remainder of the paper required for the draft record was found by them as a rule without any objection on their part. A useful suggestion made by the District Magistrate of Bankura is that a loose strip of paper with the headings of columns 1 to 16 of the general schedule printed on it, should be given to each enumerator. This could be inserted at the top of the draft book, and thus prevent the enumerators from making mistakes in filling up the headings.

D.—Final Census.

44. The actual census took place on the night of the 10th March, and consisted of checking and correcting the record of the preliminary enumeration by striking out the entries relating to persons who had died or gone away and entering the necessary particulars for newly-born children and new-comers, so that it should correspond with the state of facts actually existing on the census night. I shall have occasion later to deal with some of the difficulties met with at this stage, and here will only mention a few minor points which may be noticed at the next census :—(1) Though the heading of the third column in the enumerators' abstract is "number of occupied houses," the instructions to the enumerators and supervisors and the rules in the Code only mention "number of houses." There was consequently some misapprehension, and it would be well to insert the word "occupied" before houses. (2) The arrangement of the columns for persons enumerated, viz., (1) total, (2) males and (3) females, is inconvenient, and the total should be given at the end. (3) More than one District Census Officer complained of the trouble caused by liquor shops being opened on the night of the census. If it could be arranged, it would be of great convenience to the enumerators to have them closed after nightfall.

The last point to be mentioned is that it should be made quite clear that people who happen to be away from their houses, at work or for some other cause, *e.g.*, out for a stroll, out for dinner or at the theatre, when the enumerator makes his round, but who will return and sleep there, should be treated as being present in the house. The present rule on the subject is that the enumerator should consider as present all persons living in or taking

* This was done because it was felt to be of no use to issue instructions to supervisors, which are based on and supplementary to those intended for enumerators, unless they also had the latter to refer to.

their meals from the house, even though any of them may be fishing or watching in the fields or the like. It is further explained in the Code that this rule refers only to persons who would not otherwise be enumerated, such as persons watching their crops, constables on duty, and the like. The rule, which was designed for the rural areas that make up nearly the whole province, gave no difficulty there, but in towns and industrial areas it was thought that special arrangements would have to be made for persons who were away from their houses at the time the enumerator called. Some officers actually thought that they would have to send enumerators down the coal-mines and into the mills to enumerate persons who were at work there. Others that special enumerators had to deal with *ticca garivallas* at railway stations. I therefore issued supplementary instructions saying that the rule applied to persons who have to work at night in mines, factories, mills, railway stations, railway workshops, trains, etc. It was further directed that the rule should be applied to monthly railway ticket-holders who have their homes in the neighbourhood of Calcutta, but travel there every day for their work and return in the evening; in other words, persons of this class were entered in the schedules by the ordinary enumerators, and not by the station enumerators. These instructions might be inserted in the Code, as the question gives considerable trouble in towns; it might further be explained that the enumerator has to enter in the schedule all persons who will sleep in the house even if he may not be actually present at the time.

45. The preparation of the provisional totals began either after midnight or on the morning after the census. The enumerators met their supervisors and prepared abstracts

PROVISIONAL TOTALS.

showing the number of houses and of persons, males and females, in their blocks. The supervisor prepared a similar summary for the circle, which was despatched to the Charge Superintendent. The latter, having received and checked all the circle summaries, drew up a summary for the charge. The last stage in this part of the operations was reached when the District Census Officer, having received and checked all the charge summaries, prepared a similar summary for the district, which he wired to the Census Superintendent and also to the Census Commissioner. District Officers were requested to make every effort to have their provisional totals ready within a week of the census, and this hope was fulfilled. Excellent arrangements were made for checking the final record and compiling the figures; and as the offices and courts were closed on the 10th, 11th and 13th March—the 12th March was a holiday—it was possible to depute a large staff of officers and clerks to assist and supervise. The system generally adopted may be illustrated by the arrangements made by the District Magistrate of Birbhum, who writes:—"For getting in the provisional totals I organised a 'Vigilance corps' which I divided and stationed at all charge centres with instructions to expedite work between the 10th and 14th March. Each detachment consisted of either a Gazetted officer of the district staff or a superior Police officer with one or two subordinate Police officers and from three to six clerks. The clerks were recruited from my own permanent establishment, and from the establishment of Sub-Registrars, and as many of the District Judge's establishment as he could conveniently spare. Their main duty was to expedite the collection of circle summaries, the preparation of the charge summary, and the speedy despatch of the provisional totals to Sadar. Definite instructions had previously been given to all Charge Superintendents, who were asked to send the provisional totals by special messenger in every case. The clerks were employed in testing the numerical correctness of the block and circle summaries, and in examining columns 1 and 2 of the schedules with a view to see that (1) only the actual number of occupied houses was given in the summaries, (2) that no serial number was given against the names of persons which were struck off the previous night, and (3) that the male and female population was accurately noted. The work of testing the numerical accuracy does not require any previous training, and if clerks are to be employed profitably, their services cannot be better utilized." One small modification may, I suggest, be made in the instructions to supervisors. It is there laid down that they should meet the Charge Superintendent at the

latest by noon on the 12th March. In some places advantage was taken of this to delay the submission of the circle summaries, and it would perhaps have been better to have laid down that they were to be submitted before nightfall on the day after the census. Exception has been taken by some officers to the rule in Article 4, Chapter VI of the Code, which allows the supervisor to prepare his circle summary without supervision. In one district, where there was a fear that the circle summaries would not be written up correctly by the supervisors in their hurry, it was thought best to bring them to the thana and make them draw up their circle summaries under the supervision of the Charge Superintendent and the clerks who were sent out from Sadar.

46. As in 1901, the first district from which provisional totals were received was Balasore, the District Magistrate of which wired the figures on the 11th March, the day after the census. They were received next day for Bhagalpur, Calcutta and Suburbs, Cuttack, Howrah, Nadia, Nilgiri State, Patna, Puri, Purnea and Saran, and on the 13th March for ten other districts and States. The dates on which they were despatched from each district will be found in Statement IV at the end of this chapter, from which it will also be seen that the difference between the provisional and final figures was 14,312. The provisional totals, however, were published before the receipt of returns for the Sundarbans area in the 24 Parganas and Khulna, and also before complete returns for the Port of Calcutta were available. The figures subsequently received for these areas are:—24 Parganas Sundarbans (1,563), Khulna Sundarbans (5,907) and Port of Calcutta (7,954). If the aggregate for these localities (15,424) is added to the provisional totals, the latter will be found to be only 1,112 in excess of the final figures, which is not much for a population of 57 millions. This result is due to the figures being in excess for some districts and in defect for others. The best results were for Angul, where there was a difference of 1 only, Nadia (10), Sambalpur (12), Cooch Behar (13), Howrah (56) and Cuttack (67).

47. The difference between the provisional and final figures was generally due to two causes, viz.—(1) mistakes in the serial number given in column 2 of the schedules, and (2) mistakes of posting and totalling in the enumerators' abstracts and the circle and charge summaries. The most fruitful source of error was wrong numbering in the schedules, and this was generally due to column 2 having been filled up before the census night and not corrected then in spite of entries being struck out. In more than one case it was found that this was due to the enumerators blindly following the specimen schedule, in which a serial number is given in column 2, without reading the instructions which specifically state that this column is not to be filled in till after the census. There were also of course mistakes in addition and clerical errors, e.g., a man would write 273 after 172 and number the remaining consecutive entries accordingly. Mistakes in the circle and charge summaries were generally due to carelessness, e.g., 1,738 was copied out as 738 or 2,738. One Charge Superintendent failed to take into account some blocks that were entered on a previous page of a circle summary; another took the total of the first page of the circle summary instead of the grand total. Errors due to the omissions of blocks or circles were very rare. The following are the only cases brought to light. One block was omitted in Champaran, another in Burdwan, and a third in Puri. In Manbhum a railway station was left out of account, and in Darbhanga one Superintendent is reported to have omitted some figures, the number of which is not stated. Six blocks were left out of account in the circle summaries of Midnapore, but the worst error was the omission of a railway charge from the provisional totals of Ranaghat in Nadia. The correct addition of the numbers was, it may be added, a matter of special difficulty in the Godda Damini of the Sonthal Parganas, where "most of the enumerators were ignorant of the elementary principles of calculation, and many did not know how to post figures above 100."

48. In remote areas, where there was any danger of delay in the preparation and submission of the provisional totals, circle and charge summaries were prepared

REMOTE AREAS.

at the conclusion of the preliminary record, in order that they might be used in case the final summaries were not received in time to be included in the district total. It was only necessary to use the figures of the preliminary record for the State of Saraikela, for which final summaries were not received till the 15th March; two days after the preliminary totals had been wired.

In Champaran where the preliminary record was completed on February 10th, the totals of the preliminary record were sent to headquarters by February 20th, as a training for the procedure to be followed in sending in the returns of the final census. In Bhagalpur also the conclusion of the preliminary enumeration was made an opportunity for a rehearsal of the steps to be taken on the conclusion of the final census, in order (1) to provide a useful check on the actual completion of the preliminary record, (2) to show up any incompetent enumerator or supervisor or a weak link in the chain, and (3) to show up any flaw in the arrangements for compiling the provisional totals. At this rehearsal all the formalities of the final enumeration were observed. The District Magistrate (Mr. Hammond) reports:—"The training given to the officers and the census staff in the rehearsal, and the results obtained, considerably facilitated the work of the final enumeration, which was smoothly carried out. The defects discovered were promptly set right, and every one concerned evidently grasped the idea of the entire arrangement."

49. The term "non-synchronous" is applied to those areas where the census was held at a different time from the general census. There are two classes of cases in which a relaxation of the general rule about synchronous enumeration has to be allowed, viz.—(1) cases where enumerators are afraid to go about at night on account of wild animals or the panic caused by an epidemic of plague, and (2) cases where the country is jungly and the blocks are scattered, or an adequate supply of enumerators is not available, so that the final checking cannot be completed within the time ordinarily allowed. In only one area was it necessary to spread the final revision of the record over more than one day, viz., the Khondmals of Angul, where it was carried out during the 8th, 9th and 10th March. Elsewhere it was sufficient to arrange that the final census should be held on the afternoon of the 10th March, i.e., only a few hours before the night census. It was felt to be better to hold it then rather than on the morning of the 11th March, because the villagers are generally in or near their homes in the afternoon, whereas in the morning they are working in the fields or attending to other duties outside their villages. The arrangements for the final census of these areas were just the same as in other areas, the only difference being in the time at which it was held. There is of course a risk that men may pass from a non-synchronous area to a synchronous area and *vice versa*, and so be enumerated twice. Proclamations were therefore issued to the residents of non-synchronous areas asking them to stay at home during the afternoon and the night of the 10th March, and not to have any casual visitors. As remarked by the District Census Officer of Gaya:—"It is impossible to obviate all risk of omissions and double enumerations, but this risk is as nothing compared to that of supervisors or enumerators purposely omitting to visit whole villages for the purposes of the final census, owing to the fear of wild beasts or the danger of crossing hills during the night time."

The following is a list of the areas in which the census was carried out on the afternoon of the 10th March:—

- (1) Sonthal Parganas.—The Dumka Damin, a few jungly places in the Dumka subdivision outside the Damin (where it was necessary owing to the fear caused by wild animals), the Godda Damin, a portion of the Pakaur Damin and a portion of the Rajmahal Damin.
- (2) Monghyr.—Four circles in the Jamui subdivision, and also some plague-infected areas, viz., the town of Sheikhpura and 30 villages, where the supervisors and enumerators were afraid to go about at night.

- (3) The 24-Parganas.—Six circles and seven blocks in the Sundarban areas.
- (4) Cuttack.—Some small areas which were infested by wild animals.
- (5) Singhbhum.—Villages situated in (1) the jungly tracts to the north-west of the district on the borders of the Ranchi district, (2) the reserved forest tracts in Manoharpur thana near the Keonjhar boundary, (3) the forest tracts in Dhalbhum known as the Athkoshi jungles, near the boundary of the Mayurbhanj State and (4) the south-eastern villages of the Kolhan on the borders of Mayurbhanj.
- (6) Ranchi.—Selected circles and blocks.
- (7) Hazaribagh.—A few blocks. It was found unnecessary to hold a day census in as large an area as was first proposed.
- (8) Kharsawan State.—Some circles.
- (9) Puri.—One circle in the Banpur Mals in the Khurda subdivision.
- (10) Shahabad.—The Kaimur hills and some villages at their foot. Apart from the villages being scattered, and the country hilly and difficult of access, there was a difficulty in obtaining literate supervisors and enumerators, and men had to be sent up from the plains.
- (11) Gaya.—The Barabar Hills in the Jahanabad subdivision and a few circles in thanas Dumaria, Imanganj, Sherghati, Barachati and Fatehpur in the Sadar subdivision.
- (12) Bankura.—Six circles in thana Raipur.
- (13) Midnapore.—Some blocks in the jungly portions of thanas Binpur, Jhargram, Gopiballabhpur and Nayagram.

50. As on previous occasions, the census of Europeans and Anglo-Indians was effected by means of household schedules which they filled up themselves. Owing to their receiving no training, and in many cases not taking the trouble to read the instructions, the household schedules contained many mistakes, *e.g.*, a Superintendent of Railway Police entered his occupation simply as "policeman"; and one simple soul in Calcutta described his occupation or means of livelihood as that of a tourist. Reluctance on the part of the people to state the age of the women is not confined to Indians. A European holding a good appointment in the Police Department noted the age of himself and his child, but put down a cross-mark for his wife. A widow, who was perhaps thinking of being married again, put down her age as "full." Personally, I see no reason why the rules for the census of railways should not be followed. These proscribe that where there are considerable colonies of Europeans and Eurasians, they should be enumerated by a European enumerator, a native enumerator being associated with him to enumerate natives residing in the block. As laid down in those rules, household schedules should be issued very sparingly, *e.g.*, they should be supplied only to high officials and to Europeans and Anglo-Indians residing in blocks for which a European enumerator cannot be secured. At present all that it is possible to do, in order to ensure accuracy, is to depute an officer who knows English to call at the various houses a day or two before the census and explain any points which are not clearly understood. After the census has been taken, the same officer examines the schedules and returns for correction any that are found to contain mistakes which he of his own knowledge is unable to rectify. The rule given in paragraph 9 (2) of the instructions for supervisors that a note should be made in the block list of the distribution of the household schedules was not properly understood even by European supervisors. It might run as follows:—"Where household schedules are issued, the enumerator will write 'household schedule' after the number of the house in the general schedule." There are at present no definite instructions as to whether column 1 of the latter is to be filled in for houses to which household schedules are issued. Such an entry would obviate the risk of household schedules being lost sight of when the enumerators' abstracts are prepared.

As a minor point, I may mention that the headings of the household schedules should be filled in before distribution.

E.—Special Arrangements.

51. A special procedure is laid down in Appendix I of the Code for the census of tea gardens, mines and factories. It applies only to persons who actually live on tea gardens, factory premises, etc., and not to labourers living outside, who are dealt with by the ordinary enumerators. On the whole, it was found more convenient to work under the ordinary procedure. This, indeed, is by far the easiest course, for it is merely necessary to secure the co-operation of the managers, to ask them to nominate members of their staff as supervisors and enumerators, and to see that they are properly instructed and supervised. A special system involves multiplication of forms and also of instructions, which the district staff, that has its hands already full, has to study and see properly carried out.

52. In Darjeeling the ordinary procedure was followed for the census of tea gardens, and no separate arrangements had to be made, the managers in each case nominating supervisors. In Hazaribagh it was proposed at first to follow the rules given in the Appendix for the enumeration of the Parasnath tea-gardens, but in the end the standard procedure was followed.

53. The only mines which were treated separately under the Appendix were (1) the Rajhara and Pundwa coal mines in Palamau, (2) the Cape Copper Company's copper mines and the Bengal Iron and Steel Co.'s mining works in Singhbhum, and (3) the Koderma mica mines in Hazaribagh having "divisions" or groups of coolies' huts in the jungle. The census of such divisions was undertaken by the managers of the mines, and a Deputy Magistrate was sent out to inspect the arrangements.

In Burdwan and Manbhum it was found sufficient to census the collieries under the ordinary procedure, and not to make any separate arrangements. As the census of the coal mines is a matter of special difficulty, I may be permitted to quote, for the benefit of future Census officers, the following summary of the arrangements made by Mr. J. H. Lindsay, I.C.S. in the subdivision of Dhanbaid :—"While the census circles were being mapped out in the coal field, it was apparent that the procedure laid down in Appendix I could not be strictly followed out. The collieries vary from small concerns employing under 50 persons, who live in neighbouring villages, to large mines with lines of *dhauras*. After consulting many of the managers, both European and Indian, I had the census staff nominated by the colliery managers, who sent in the names to the Charge Superintendents. The names were then forwarded to me, and the *sanads* of the supervisors and enumerators filled up accordingly. The ordinary village *basti* in the same mauza as a colliery was included in the same circle as the colliery. In most cases a colliery head clerk was supervisor. The circles were formed with the usual number of houses, averaging 500. In some cases one mauza coincides with a circle, in others several mauzas are included in one circle, while in a few cases there is more than one circle in a mauza. Orders were passed that there should be one series of numbers for each mauza, but these have not been carried out. In many cases, there is one serial number for the *basti*, a second for the bazar, and a third for the colliery. The ordinary forms have been used throughout, and no real difficulty experienced."

In the Jheria coal-field, with which Mr. Lindsay had to deal, there was a large influx of labour in February and March, and the colliery population was consequently on the move. Every Sunday there sees an exodus of labourers who have their pockets full, and every Monday an influx of others wanting work. It was therefore necessary to postpone the preliminary enumeration, as otherwise the record would have been out of date by the time of the final census. It was decided that (1) the preliminary enumeration

in the colliery area should begin on the 15th February and be completed by the end of the month; and (2) that the record should be revised and brought up to date between the 6th and 10th March. The printed forms were actually filled up on the 8th March and finally revised in the usual manner on the night of the 10th March. In the Raniganj coal-field in Burdwan the arrangement of census divisions and the system of numbering were similar to those followed in Manbhum, but the preliminary enumeration was held simultaneously with that of other places in the district.

54. The mills and factories in Hooghly were dealt with under the ordinary procedure, the census being taken by

FACTORIES.

enumerators (mostly factory employes) under the supervision of the Census officers in whose jurisdiction the factories lay. In the 24 Parganas the special procedure was followed in the case of the larger factories and mills, the owners and managers of which arranged for the census of the resident population, and of watchmen on night duty within the factory compounds, under the supervision of inspecting officers. The census of less important factories was done by local enumerators under the general procedure. The special procedure was also followed in the case of the larger mills in Howrah, the enumeration of which was entrusted to their managers, and in the case of the Tata Iron and Steel Works in Singhbhum. I may be permitted to add that the factory population being gathered from different parts of India, special precautions have to be taken about the entries for religion, caste, and birth. The preliminary record written up on blank paper has to be repeatedly checked, and the enumerating staff carefully instructed.

In the Barrackpore subdivision a second enumeration was held in the mill *basti*s with excellent results. The reasons for this procedure are described as follows by the Subdivisional Officer, Mr. H. E. Spry, I.C.S.:—"The population is very shifting. In Bhatpara a few of the blocks formed early in the operations were found to be non-existent later, and blocks of normal size had to be split up owing to the construction of new lines. An enumeration in a cooly *basti* made in the middle of February would contain 40 per cent. of error by the 10th March. The procedure adopted in this subdivision was to hold a second enumeration between the 6th and 10th March. At that enumeration no names were crossed out, but fresh entries were made on blank schedules at the end of the enumeration book against the number of the house, a small X being made against the original entries to warn the enumerator to refer to the end of his book on the night of the final enumeration. In this way a large number of excess entries were made, but as it is a simple matter to line out an entry, and the work of some minutes to make fresh entries for a new-comer, the procedure had great advantages. Mill coolies usually change their quarters on Sunday evening—in fact, they do a sort of "general post" each week. To secure the best results, the second enumeration was made from the Monday to the Friday in the week of the final enumeration. Friday is a very suitable day for the final enumeration, as it allows of a secondary enumeration between it and the previous general change of residence (on Sunday)."

55. The only ports coming within the scope of the rules contained in

CENSUS OF PORTS.

Appendix II are Calcutta, Puri and False Point (Hookeytola). The census of the Port of Calcutta is described in the Calcutta Administrative Volume. No vessels put in at the other places when the census was held, and the forms which were distributed had not therefore to be used. The enumeration of the pilot vessel at the Sandheads was carried out in connection with the census of Calcutta Port.

56. The rules contained in Appendix III for the census of inland

INLAND STEAMERS.

steamers were observed and found satisfactory. Lists of the steamers belonging to the two large companies, viz., the India General Navigation and Railway Company and the Rivers Steam Navigation Company, were obtained from their agents (Messrs. Kilburn & Co., and Messrs. Macneill & Co., respectively), and the passengers and crews on them were enumerated by men appointed by them.

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The feeder steamers belonging to the former company (working between Digha and Ajodhya, Burhaj and Buxar, Lalgola Ghât and Nimasaraï, Damukdia and Lalgola Ghât, and between Damukdia and Pabna) were also dealt with under the rules for mail and cargo steamers, and enumerated by the company's employés under the supervision of the Superintendent of the Ganges Despatch Service at Digha (in Patna). Similar arrangements were made for the Assam-Sundarbans feeder steamers of the latter company plying between Calcutta and Dibrugarh. Some difficulty was experienced in training the enumerators belonging to the steamer companies, as the steamers stop at few places sufficiently long to enable the local officers to train them; and it was therefore arranged with the Provincial Superintendent of Eastern Bengal and Assam that those on board vessels plying in Eastern Bengal should be trained at Goalundo. For those belonging to the India General Navigation and Railway Company, which ply up the Ganges, the District Magistrate of Patna was asked to give necessary instructions at Digha. In the case of the Calcutta Steam Navigation Company, it was arranged with the agents, Messrs. Hoare, Miller & Co., that the procedure of 1901 should again be adopted, i.e., Government should appoint enumerators to enumerate the passengers on passenger steamers that did not reach their destination before 7 A.M. on the evening of the 10th March 1911, on the understanding that (1) they undertook to furnish correct returns of all employés on the steamers, and (2) provided free passes for the enumerators appointed for the census of passengers. Clerks were accordingly deputed by the District Officers concerned (Midnapore, Burdwan, etc.) to work as enumerators on the steamers plying in their districts. Forms were also distributed to the following steamer companies which mostly ply in Eastern Bengal—(1) Bengal and Assam Steamship Co. (Agents, Messrs. Andrew Yule & Co.), (2) East Bengal Steam Service (Agents, Raja Sitaniath Rai and Brothers), (3) Eastern Bengal Mahajan Flotilla Co. (Agents, Nanda Lal Rai and Brothers), (4) Bengal Steamship Co. (Agents, Muralidhar Rai and Brothers) and (5) Bhagyakul Lakshmi Narain Steamer Service (Agent Harendra Lal Rai).

The rule in the Appendix that the enumeration books should be handed over to the steamer agent at the first *ghât* reached on the morning after the census conflicts with the rule in the Code that the enumerators of the blocks containing the *ghâts* are responsible for their collection. It was laid down therefore that either course might be followed, as was most convenient, and that when the block enumerator received them, he should hand them over to the supervisor in whose circle the *ghât* lay, the latter adding the figures in his circle summary.

57. The rules for the census of cantonments call for no comment, except that it is advisable, before making the preliminary arrangements, to ascertain whether a regiment is going to be transferred before the census takes place. This happened in Dinapore, and it was therefore useless to prepare house lists and circle lists in full, or to nominate supervisors and enumerators, till the new regiment arrived. All that could be done was to number houses, form circles and blocks, and enter the necessary details in the house and circle lists, for the benefit of the new-comers, who have otherwise to work in a hurry in new surroundings. It is also advisable for local officers to ascertain what troops will be on the march at the time of the census, and to see that arrangements have been made for their enumeration. A detachment of British infantry marched up to Kurseong and encamped there for the night of the census. The Officer Commanding was unaware that a census was to be held. He was provided with schedules; but as the troops were to march at 4 A.M. the following morning, it was impossible to complete the enumeration that night. So he took the schedules to Darjeeling, and returned them to the Subdivisional Officer of Kurseong after he had filled them in. An instructive example of the utility of a civil officer keeping in close touch with the military authorities was afforded at the present census, when the Officer Commanding at Dinapore complained on the 1st March that he had not received forms that were despatched on the 4th February. The

CANTONMENTS.

District Census Officer himself went over, and after some trouble found the forms lying on a Corporal's desk.

58. At the last census none of the special arrangements gave so much trouble as the census of railways, which was undertaken by the Railway authorities themselves.

CENSUS OF RAILWAYS.

It was then suggested by Mr. Gait that it would greatly simplify matters if the railways were censused as part of the districts through which they run, the Railway authorities lending the services of their station-masters, etc., to serve as supervisors and enumerators. It was fortunately possible to adopt this suggestion, for in article 6 of the rules for the census of railways, which were issued by the Government of India, it was laid down that there was no objection to the responsibility for the census of small stations and other outlying premises being transferred to the District Magistrate, wherever it could conveniently be arranged. The advantage of this course as minimising trouble to the railway staff was pointed out to the Railway authorities, and it was arranged, in consultation with them and the District Officers, that the latter should be entrusted with the arrangement for the census of all but the large railway stations and settlements. There was a general consensus of opinion that this system was to the advantage of both Railway and Civil officers. In one district where the District Census Officer demurred to undertake the census of several stations, he bitterly regretted his decision, for in the end he had more work thrown on him than would have been the case if he made arrangements for their census from the first.

59. The procedure to be followed when the census of railway stations is undertaken by the Civil officers is summarized in Article 25, Chapter VII of the Code. Briefly,

RESIDENT POPULATION.

the system is exactly the same as for any ordinary area, but the supervisors and enumerators are railway employes. It is obviously essential that the latter should be nominated by the local Traffic District Superintendent, in order to avoid misunderstanding and to prevent any dislocation of railway traffic. It seems, *primâ facie*, almost superfluous to say that it should be clearly understood that the census of the resident population of such stations is not to follow the rules for the census of railways contained in Appendix IV. It is not really superfluous, for it was frequently found that Civil Census Officers thought they had to work under the special procedure; for instance, stations under them were treated as circles (under the rule that outlying stations or premises, however small, must form a separate circle) instead of being made a block of the circle in which they were situated. Much misapprehension might have been prevented if there had been a heading to Appendix IV (which contain the rules for the census of railways) stating that they only applied in cases where the census was conducted by the railway authorities and not by the District Officers.

Where the census is taken by the railway officers, the District Officer has to see that they obtain any help required, and also, so far as practicable, to arrange for the instruction of the supervisors and enumerators. To make sure that they were conversant with the rules, the superior railway officers were asked, at the beginning of January, to have two pages of the schedule filled in by each enumerator as an experiment, corrected, if necessary, by the supervisor, and then sent to the District Census Officers. The latter had the schedules examined, and the mistakes explained to the railway enumerators and supervisors by the civil Charge Superintendents. It is unfortunately sometimes necessary for the District Census Officer to intervene more actively, in order that there may not be an actual break-down. This was the case in Nadia, where the District Census Officer (Mr. A. K. Ray) had to supervise the arrangements from an early stage, a duty which he fulfilled most efficiently.

60. The procedure for the enumeration of passengers at railway stations was as follows. All persons who took tickets at any time after noon on 10th March, for journeys

which would involve their being in a train after 19 hours on 10th March, were enumerated at the time they took their tickets, and an enumeration pass was given to each as proof that he had been enumerated. All persons not having

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such passes, who alighted from any train between 19 hours on 10th March and 6 hours on 11th March, were similarly enumerated. Station enumerators were appointed for both incoming and outgoing passengers. At stations where the District Officers were responsible for the census of the resident population, the enumeration of passengers was carried out under their orders, and elsewhere by the Railway authorities. It was at first laid down that the railway station enumeration should commence at 8 p.m., but it was subsequently pointed out that, if the enumeration was deferred until this hour, passengers alighting a short time previously, and having some distance to walk to their houses, might not arrive until the enumerator had already visited them. In order that they might not escape enumeration, 7 p.m. was fixed, instead of 8 p.m., as the time for commencing the station enumeration. In the suburban areas round Calcutta, monthly ticket-holders, who travel daily to and from their homes, were excluded from the station enumeration and were treated as being present in their houses.

61. Those passengers who were not enumerated at stations owing to their travelling in through trains were enumerated on the morning of the 11th March, the through

TRAIN ENUMERATION.

trains being halted at selected stations about 6 a.m. The arrangements were entirely in the hands of the railway officers. Programmes, showing the stations and time at which each train would be enumerated, were prepared beforehand and circulated to the District Officers concerned.

62. The following special rules were laid down, in consultation with the

SPECIAL RULES FOR RAILWAY STAFF.

East Indian Railway authorities, for the enumeration of the railway staff. The working staff of trains, viz., travelling parcel delivery clerks, van goods clerks, van goods porters, drivers, firemen and guards on duty with trains on the night of the census were not included in the train enumeration. They were considered as in their homes for the purposes of enumeration, and were included in the census of the resident population referred to in rule 12 of the rules for the census of railways. This rule, however, did not apply to the drivers, firemen, guards and other staff of the ballast trains, who were included in the enumeration of ballast trains (*vide infra*). Employés working in railway stations were also treated as present in their houses, but Inspectors, relieving clerks and other staff, who are frequently absent from their home stations for considerable periods on duty other than with running trains, were treated as present only if they had not been absent for more than 24 hours. The reason for this exception is that such men, if absent from their homes for over this period, are included in the residents' enumeration at the stations at which they happen to be on the night of the census.

63. The rules for the census of railways contained no provision for the enumeration of the working staff and coolies

BALLAST TRAINS.

on ballast trains, who often number several hundreds. The procedure adopted, after consulting the Railway authorities, is sufficiently described in the following instructions issued by the Eastern Bengal State Railway:—"Charge Superintendents and District Traffic Superintendents will ascertain from District Engineers the ballast trains which will be running on the census night, and will arrange for the enumeration of such trains as may be stabled at a circle included in their charge, appointing the guard of the train as enumerator for this purpose. They will give early intimation to the District Census Officer of any ballast trains which will be stabled at any station for the census of which the Civil officers are responsible. Such trains will be enumerated by the guard, who should have previously been thoroughly instructed in census work, and he will hand over his enumeration book to the supervisor of the station at which his train has been stabled. If the train is stabled for that night outside station limits, the guard, after enumerating the coolies, etc., will make over his enumeration book to the nearest supervisor of a station to which his train will next be going." Each ballast train was treated as a block of the circle in which it was enumerated, and the enumeration book placed with the others belonging to the circle under the head "Ballast Train Enumeration." As the cooly population of each ballast train remains fairly constant, the

railway officers were asked to hold a preliminary enumeration before the end of February, so as to minimize the work to be done on the census night. I am not aware, however, to what extent this suggestion was acted upon.

64. The enumeration books of stations of which the census was held by the local officers were dealt with under the ordinary procedure, except that where the enumerator or supervisor was a railway employé who could not leave the station, they were brought by some one deputed by him. The following procedure was followed in the case of stations which were enumerated by the railway officers, in order to ensure the provisional figures being promptly obtained. The station-master, or other railway supervisor, prepared two copies of his circle summary, of which one was made over (with the enumeration books) to the Civil Charge Superintendent within whose charge the station lays. The actual method of collecting these records was arranged for locally, as might be most convenient. The Civil Charge Superintendent delivered them to the District Census Officer, who totalled up the figures for each railway in his district and wired them to the Railway Charge Superintendent concerned, subsequently confirming his wire by a letter, in which he acknowledged receipt of the summaries and enumeration books. He then totalled up the figures for the different railways in his district, and incorporated them in his district returns. In the case of large stations which formed charges, the procedure laid down in rule 14 of the rules for the census of railways was followed.

This system was different from the standard procedure for railways, under which the supervisor, after preparing his circle summary, has to send it with the enumeration books to his Charge Superintendent. The latter has to prepare a charge summary and send it to the Collector or Deputy Commissioner. The objection to this is that the records may have to be sent considerable distances, first to the Railway Charge Superintendent and then to the District Census Officer, and there is consequent delay; whereas if they are sent direct to the latter, they reach him more quickly. The railway officers moreover receive early intimation of the totals, and both they and District Census Officer are saved trouble.

65. The procedure prescribed for the census of boats was satisfactorily carried out. For the benefit of future census officers I may make two suggestions based on the experience of the present census. It is laid down that the places selected as patrol stations should not be more than 80 to 100 miles apart. This limit appears excessive, as heavy boats going upstream may only travel 15 to 20 miles a day. If patrol boats are stationed at intervals of 15 miles, as was done in Nadia, it is possible to dispense with the rule that enumerators must visit the *ghâts* for three days after the census; as in that district, all the schedules of mooring *ghâts* and patrol boats can be collected at midnight on the day of the census, and brought direct to the Charge Superintendents by the enumerators or others specially deputed for the purpose. Where a river divides two districts, it is a convenient plan for each district to take one side of the river and enumerate all boats on that side whether passing up or down, the persons enumerated by each of the patrol boats being treated as inhabitants of the district on that side.

66. Special rules were laid down for the census of the Sundarbans, which was successfully carried out by Mr. F. Trafford, Deputy Conservator of Forests. These rules (which my successor will find in the collection of printed papers left for him) are the same as in 1901, except in two particulars. The first change is due to the fact that in 1901 each forest station issued permits for both the reserved and protected forests, whereas different stations now issue permits for the two classes of forests. The second change was an important one suggested by Mr. Trafford. In 1901 it was thought sufficient to arrange that the enumeration books should be written up a little less than three months before the census for long-trip boats, i.e., boats which remain in the forest for several months. At this census, the enumeration of such boats was begun in November, as they may stay as long as five months in the forest, and will,

COLLECTIONS OF THE RECORDS OF
THE RAILWAY CENSUS.

BOATS.

CENSUS OF THE SUNDARBANS.

therefore, escape enumeration if the census of their occupants is deferred till January.

67. Special arrangements had also to be made for the large collections of migratory labourers who come to cut the *rabi* crops in *tals* in Bihar. These are low-lying areas,

MIGRATORY LABOURERS.

often of very large extent, which are flooded during the rains and brought under cultivation when they dry up. The crops are ready for cutting when the census takes place, and a large body of temporary labourers then camps out in the *tals*. As regards the arrangements made for enumerating these migrants, I cannot do better than quote the accounts given by the District Census Officers of Patna and Monghyr. The District Census Officer of Patna (Babu Syam Narain Singh) writes :—"In the Barh subdivision a considerable difficulty that had to be faced was the enumeration of the temporary labourers who came from other districts to cut the *rabi* crops in the *tal* lands : about 15,000 came to the Mokameli and Sarmera thanas. As they had no fixed houses, but moved from one field to another, it was impossible to prepare any preliminary record. The plan adopted was to appoint expert and intelligent enumerators in each census circle, who were made responsible for enumerating those labourers who were found in their respective circles. Their enumeration was carried out in the day time on the 10th March, and the labourers were not allowed to disperse till the enumeration of each centre was finished. The plan worked satisfactorily. Each was treated as a separate block, and their numbers added to the respective village registers and circle lists ; and thus no difficulty was experienced in the collection of the schedules." The District Census Officer of Monghyr writes :—"Elaborate arrangements had to be made in thanas Sheikhpura, Lakhisarai and Surajgarha, for enumerating field-labourers. In these thanas, a very large number of men gather in the *tals* and remain in temporary huts, or even in the open fields, for months together. They move about from *tal* to *tal* in search of labour, and do not stay in one place for any length of time. About 10,000 men were enumerated in one *tal* in the Lakshmisarai thana, which covers an area of about 25 square miles. An officer, assisted by two or three subordinates was put in charge of the *tals*, which were divided into circles and blocks, according to the population of each. The division of the area was left to the discretion of the officer on the spot. If any number had been fixed, the blocks and circles would have had to be changed constantly. As it was not possible to number the huts, separate blocks were formed for each *khalian*. A number was put on an earthen pot, which was tied to a post in the *khalian*. The enumerators and supervisors were selected from the owners of the fields, their servants and *patwaris* : as very few literate persons were available, suitable persons had to be brought from the neighbouring villages. The preliminary enumeration could not be made earlier than the 6th March. The schedules were revised on the night of the final census. The people were induced to stay in one place between the 6th and 10th of March."

68. In the districts of Patna, Gaya, Saran, Monghyr and Shahabad great difficulties were caused by plague. In the first

PLAGUE.

place special arrangements had to be made when the inhabitants left their villages and moved to temporary sheds after the permanent houses had been numbered. As at the last census, such temporary dwellings were dealt with according to their distance from the permanent houses in the village. Where the distance was small, they were given the same number as the latter, and were dealt with by the enumerator of the block in which the permanent house lay, a distinguishing letter being added to the original number, e.g. if 20 was the number given to the permanent house, the number given to the temporary dwelling was 20" or 20^P (P denoting plague). Where the distance was considerable, the huts were treated as part of the block in which they were situated, or if their number was so large as to make the block of unwieldy size, fresh blocks were formed and additional enumerators appointed. The temporary dwellings were duly entered in the house lists, and the new blocks in the Circle Lists and the Supervisors' Circle Registers. For the most part, the new huts were built so near the

villages that they could be conveniently dealt with by the enumerators of the blocks in which the permanent houses lay, but difficulty was sometimes caused by these huts being abandoned and fresh huts built, which necessitated fresh numbering. In the Sadar Subdivision of Saran, it was more difficult to carry out the arrangements, as the majority of the temporary huts were erected in a different circle to that containing the residential house: in some cases they were built in a different charge, and were so scattered that they could not be formed into a block. In many cases, moreover, some members only of a family moved into the temporary huts, the others having their meals in their houses in the village, which bore a different number to the huts.

The difficulties attending house numbering under these conditions was, however, small compared with that of securing enumerators and keeping them to their work in plague-infected areas. Some died, others left their homes and could not be traced, or could only be found with great difficulty, others refused to work, saying they would rather be prosecuted and pay the maximum fine of Rs. 50 than lose their lives. One supervisor died after the draft record had been prepared for the preliminary enumeration, but before he had distributed the printed schedules on which fair copies had to be made. No enumerator would go to his house to get the forms, and fresh forms had to be supplied. Some enumerators died after the preliminary and before the final census, and some even on the day of the census. To prevent disorganization and obviate the risk of a break-down, a number of extra enumerators were trained and kept in reserve to fill the places of those who died. A list of them was drawn up, so that they might be deputed as soon as they were required, and a supply of extra schedules and covers was kept in hand to meet emergencies. These arrangements worked well, and no hitch occurred: in several cases, too, supervisors and enumerators who had left their homes provided substitutes, whom they paid out of their own pockets to compensate them for the risk they ran.

Special difficulty was experienced in three towns, viz., Patna, Jahanabad and Gaya. Plague suddenly broke out in one ward of Patna a few days before the final census, and a number of enumerators bolted. This was discovered on the evening of the 8th March, and a staff of 30 clerks was deputed to do their work: fortunately, most of the schedules which had been written up at the preliminary enumeration were recovered. The entire population of Jahanabad was camped out in huts outside the town, and as it was thought that the enumerators would be afraid to visit the plague camps late at night it was decided to begin the final enumeration at 6 p.m., and to finish it by 9 p.m. Even more difficulty was experienced in carrying out the census of the city of Gaya. The District Census Officer writes:—"Many of the residents ran away, supervisors and enumerators deserted, and it was impossible to compel them to work. A mere fine of Rs. 50 did not weigh with them, when, as they thought, their lives were endangered. The preliminary enumeration was purposely delayed until almost the last moment, because it was thought that, as soon as plague showed signs of subsiding, the city would begin to fill up, and the preliminary record would have to be written over again. The scarcity of enumerators was such as to compel me to assign two and even three blocks to one enumerator. This procedure, however, did not, except in very rare instances, cause any undue inconvenience to the enumerators, for many of the houses were locked up and even those that were not contained a comparatively small population. As the day of the final enumeration approached, it was found that, even after resorting to this expedient, there were not enough enumerators to carry out the final census, and a staff of about 30 office *amlas* was selected and trained to carry out the final enumeration in blocks where there were no enumerators."

69. Special arrangements were made for the enumeration of pilgrims at Puri, as the census took place a few days before the *Dol Jatra*, and a large number of pilgrims were present in the town. Lodging-houses licensed for less than 20 persons were dealt with in the ordinary way by the block enumerators. For lodging-houses licensed for 20 or more the following procedure was adopted:—Each supervisor made a list of all such houses in his circle, and orders were issued

PILGRIMS.

to the persons in charge of them to make a record of all the pilgrims in them. This record was prepared on the 4th March and submitted to the supervisor, who, after checking it, returned it to the owner or keeper of the lodging-house, who had to keep it corrected from day to day, noting all fresh arrivals and striking out any persons who had left. It was then finally brought up to date on the night of the census. In order to distinguish between the permanent and temporary population, the word *jatri* was further entered in the first column of the schedules, and totals of such entries were struck after the conclusion of the census.

A large inrush of pilgrims was also expected at Navadwip, as the *Purnima* and *Jaimotsab* ceremonies were to take place shortly after the census. The priests, pandits and pilgrims' agents were communicated with, and the trouble of having to enumerate thousands of pilgrims on the census night and the inconvenience it would cause them were represented to them, e.g., that the pilgrims would have to remain in their houses at night, or, if encamped on the *chars*, a cordon would have to put round them to prevent their escaping enumeration, or being enumerated twice. It was pointed out that, as the actual ceremony was not to take place till five days after the census, it would be expedient for them to warn their sub-agents in the Eastern Bengal districts (from which the majority of the pilgrims come) against sending any till after the 10th of March. This advice was accepted, with the result that the total number of pilgrims did not exceed 250, instead of 6,000 as was originally expected, and it was therefore unnecessary to use a special staff of 30 enumerators under a Sub-Deputy Magistrate, who had been trained and kept in readiness for the pilgrim census.

F.—Industrial Census.

70. The industrial census was a new feature of the proceedings, its object being to obtain information regarding the industrial development of the country. It consisted of the filling in of forms, called industrial schedules, for all industrial and manufacturing concerns which employed 20 hands or more at the time of the census, the details entered being the character of the mill, factory mine, etc. (e.g., whether it was a jute mill, or jute press, or coal mine), the nature of the mechanical power employed, the state of the trade or industry when the census was taken, the castes or nationalities of owners and managers, and the number of (1) persons in superior employ, (2) skilled workmen and (3) unskilled workmen: those last mentioned were divided into two classes, viz. persons over and under 14 years of age. The first step taken was the preparation for each district of a register of mines, mills, factories and other industrial or manufacturing works in which at least 20 persons were employed. This register was compiled from the records of the district offices, such as the annual returns of factories and mines, the income-tax registers, etc., supplemented by local inquiry. Government concerns, such as printing presses and telegraph and railway workshops, were included, but jails were excluded. The schedules were issued to all managers or owners of works entered in the register, and were collected either on the afternoon of the 10th March or the morning of the 11th March, as might be most convenient.

The method of distributing and collecting the industrial schedule had necessarily to be left to the discretion of the local officers. In some places they were sent to the managers through the Charge Superintendents, and collected through the same agency. Elsewhere a staff of special enumerators was employed, consisting of men of some education, who could explain how the schedules were to be filled in and correct any obvious errors. Elsewhere they were sent out by post, and returned in the same way or were distributed and collected by special messengers. In Manbhum the issue of these returns to the collieries and the arrangements for their return presented particular difficulty, especially as it was almost impossible to know beforehand which would be at work on the date of the census. A list was accordingly made of all the collieries in the district in consultation with the Inspector of Mines,

and those collieries which could be relied upon to send in the returns promptly were picked out. To these schedules were sent out by post or personally made over to the managers. Nearly all were returned promptly by post. To others the forms were distributed through the Charge Superintendents and collected through the *chaukidars*. This latter procedure was also observed in the case of the lac factories. With each schedule was issued a list showing what labour was to be classed as skilled and what as unskilled, so that there might be uniformity in all the returns. Owing to this precaution the returns were correctly filled up.

71. The industrial census was carried out satisfactorily and gave comparatively little trouble. One manager only refused to fill up the returns, on the ground that others might gain undesirable information about his business. He had to be prosecuted, the case ending in conviction and the imposition of a fine of Rs. 50. In Nadia there was some misapprehension, small manufacturers thinking that the ulterior object of the census was to levy a special tax on them or to enhance their income-tax. They were therefore averse to giving information about the number of men employed by them, and in some cases where partners owned a small factory with, say, 25 employes, they split the concern into two so as to exclude it from the scope of the census.

A few points regarding the procedure may be noticed. In the first place, the designation 'industrial schedule' should be tabooed and the term 'industrial return' substituted for it. Owing to the word 'schedule' being used, it was difficult to make Charge Superintendents, and in one or two cases even District Census Officers, understand that the information to be collected by means of the industrial schedules was altogether independent of that to be recorded on the general schedules. Many at first thought that the industrial census referred only to the persons actually resident in factory premises. It is obviously essential for it to be clearly understood that the total labour force is to be shown, as on the tea-gardens, indigo factories, etc., as well as in the mills and coal-mines, there is a large body of workers who reside in their own homes. It is also a common thing for small factories only to have about six workers actually in the factory, while the bulk of the artisans work in their own house. Secondly, greater stress might be laid on the necessity for supplementing the information obtained by reference to the returns of factories and mines, the income-tax register, etc., by local inquiries, which should be continued till the day of the census. This is of special importance in places where brickfields spring up towards the end of the cold weather. As the result of the inspections of one District Census Officer, the number of factories increased from 14 to 40. It may be added that a special proviso had to be made in the case of concerns which are partly agricultural and partly industrial, such as tea-plantations and indigo concerns, viz., that the whole labour force *directly* employed by the management should be entered in the industrial schedule, whether employed on cultivation or manufacture.

G.—Forms.

72. The census forms required for Bengal, as constituted at the time of the census, had to be printed in no less than six characters, viz., English, Bengali, Kaithi, Devanagari, Oriya and Nepali-Hindi, besides Tibetan for the State of Sikkim. The following arrangements were made for translation. The Bengali translation was made in my office for the cover, schedule, block list, supervisors' instructions, enumerators' parwanas of appointment, circle list, Sundarbans boat ticket, the special industrial schedule and the covering letter to agents and managers of industrial and manufacturing works. The supervisors' parwanas of appointment in Bengali, Kaithi, Devanagari, Nepali-Hindi and Oriya were also prepared in my office, it being merely necessary to reproduce those used in 1901 after changing the year and date of the census. The translations of the previous census were adopted without change for the

circle summary, charge summary, enumeration passes and boat passes. The Bengali translation of the cover, schedule, and block list was circulated to the District Officers of the Burdwan and Presidency Divisions, and also to the Deputy Commissioner of Manbhum, for criticism, while the translation of the supervisors' instructions was revised by Babu Monomohan Chakravarti, District Census Officer of Howrah. The cover, schedule, block list, supervisors' instructions, enumerators' appointment parwanas and the circle register for other languages were translated by the following officers :—(1) Kaithi by the Magistrate of Patna, (2) Devanagari by the Deputy Commissioner of Ranchi, (3) Nepali-Hindi by the Deputy Commissioner of Darjeeling, and (4) Oriya by the Magistrate of Cuttack. The translation of the cover, schedule and block list in Devanagari was sent for scrutiny to the Deputy Commissioner of Singhbhum, and the Kaithi translation to the District Officers of Darbhanga, Bhagalpur and Palamau. The industrial schedule and covering letter to managers and owners were translated into Hindi (Kaithi and Devanagari) by the Hindi Translator to Government, and into Oriya by a clerk in my office. The Tibetan forms, viz., the cover, schedule and block list, were prepared by the Political Officer in Sikkim.

73. No adverse criticisms of the translations were received except as regards the Kaithi translation of the block list and general schedule. Regarding the former, the District Magistrate of Saran (Mr. Foley) writes :—"A small point I think worth noting for next census is that the Kaithi translation of the block list is written in extremely curious language. I was very much puzzled by it myself, and I found that Charge Superintendents generally had the same difficulty. It required considerable thought before it was discovered that *halka* meant a block. It wanted more thought to make out what was meant by *elaka*. In the heading of column 4 again, surely the word *aphasar* is anything but a common Hindi word. If block is translated by *halka* and charge by *elaka*, surely the English words might be added in brackets in order that there may be no possibility of mistake." I agree with this criticism, and would suggest that both in the block list and the heading of the general schedule, "block" should be substituted for *halka* and "charge" for *elaka*.

As regards the general schedule, the District Census Officer of the Sonthal Parganas (Mr. S. Chandra) writes :—"The headings of columns 9, 10 and 11 are so expressed as to be almost unintelligible to the general body of enumerators. The Hindi headings are worse than the Bengali. Hindi-knowing enumerators could easily understand *pesha* or *kam* : but they could hardly read the long-winded heading *Asal rozgaria ke zindagi basar karne ka jaria ya rozaar* and far less understand it. The same remarks apply to the heading of column 11, which is perhaps the worst offender in this respect '*Jo log dusri ke kamai nar basar karte ho unke aukat basar ka jaria*.' Who but a learned *maulvi* can understand language like this? These three columns (9, 10 and 11) were pitfalls to the enumerators, and to a large number of supervisors too, and the wording of the headings made confusion worse confounded. We would have been saved many a weary explanation repeated *ad nauseam*, if the wording of the headings had been simple and more suited to the poor understanding of the general body of enumerators." I agree with this criticism. It would be sufficient to have *pesha* or *kam* as the heading of column 9 and to have a simple term like *aur koi pesha* or *aur koi kam* in column 10. The supervisors' instructions could have an explanation that in cases where a person subsists on private income and does no actual work, the entry "private income" should be made. As regards column 11, all that is required is a simple heading such as "Occupation of person by whom supported." The distinction between columns 9, 10 and 11 might also be made clear by placing the words "For workers" above columns 9 and 10 and "For non-workers" above column 11.

It may be mentioned here that a mistake was made in the Kaithi cover in the instructions regarding column 16 of the schedule. In the schedule itself the heading was correctly printed, the words "deaf and dumb from birth" being entered at the end, so that it was clear that the words "from birth" did not apply to the other infirmities. In the instructions, however,

the words "deaf and dumb" were not placed at the end, so that it could not be seen that they qualified only deaf-mutes and not those suffering from other infirmities. A circular explaining the mistake had therefore to be issued.

74. The supply of general schedules, covers and block lists was based on the number of houses and blocks returned in the revised abstract, at the rate of 54 schedules

SUPPLY OF FORMS. per 100 houses, and 115 covers and 115 block lists per 100 blocks. This allowed for the supply to each Charge Superintendent of 50 schedules per 100 houses and of 110 copies of the cover and block list per 100 blocks. The balance, viz., 4 per cent. of the schedules and 5 per cent. of the covers and block lists, formed a reserve, which was kept in the district offices to meet emergent demands. In the case of Angul and the Orissa Feudatory States, however, the supply of schedules was on a mere liberal scale owing to the difficulty of getting plain paper in remote areas on which to write up the rough draft of the preliminary record, and also because their inaccessibility prevented an extra supply being sent in time if any shortage was discovered at the last moment. A double supply was even allowed for Angul, one being intended for the draft and the other for the preliminary record. From Statement II at the end of this chapter it will be seen that the actual number of general schedules used averaged 53 per 100 houses, and that 58 per 100 were actually issued.

Taking the figures for British Territory* there were 6,500 less blocks at this census than in 1901, but 46,000 more covers were issued and 31,000 more were used. In the case of block lists, the figures shew an improvement over those of 1901, for the balance of unused forms (30,000) was half that of 1901. As regards general schedules, the schedule at this census was taken as the sheet of two pages, whereas at the last census it was the page only: the figures given in the Administrative Volume of 1901 have therefore to be halved. Proceeding on this basis, we find that 178,000 less general schedules were used, though the population had increased by nearly 2 millions, and the number of houses by 352,000. The surplus of unused schedules was, however, 426,000. For this excess special circumstances, such as the need of an extra supply for plague-infected districts, were partly responsible.

75. The basis of supply of other forms was as follows. In the case of the circle and charge summary, a margin of 10 per cent. was allowed over the actual number of circles and charges as reported in the revised abstract of circle list. For remote areas a double supply had to be allowed, so that they could be used for totalling the results of the preliminary enumeration, which were to be sent in advance of the provisional totals of the final census if the compilation of the latter involved undue delay. The house lists (supplied for use at the time of house numbering) were issued at the rate of 120 per 100 blocks. Household schedules, and boat and travellers' tickets, were supplied according to the estimates of their requirements made by District Officers. These estimates had, however, to be checked by the figures of the last census and reduced when extravagant. This was especially the case with travellers' tickets, as some officers seemed to have the wildest ideas as to the number of persons travelling by rail, and sent in absurd estimates without consulting the railway officers about the number they might be expected to enumerate or calculating the average number of carriages in a train and the accommodation in each.

76. A useful suggestion for the simplification of the cover is made by

COVER.

Mr. S. Chandra, District Census Officer of the Sonthal Parganas, who writes:—"The formidable array of dates on the cover may be dispensed with. The information regarding commencement and completion of preliminary enumeration and testing by supervisors and Charge Superintendents can be obtained from the Circle List and Circle Register (*vide* columns 12 and 7 of the Circle List and Circle register, respectively). To require the entry of these dates again on the

* Sambalpur is excluded, as the figures of 1901 are not available, and Calcutta, as the number of forms used in 1911 was not reported. The figures for the Feudatory States have also to be excluded owing to changes of area.

cover appears to be useless duplication of labour. As to the other dates, viz., 'Final enumeration commenced and completed,' 'Enumeration abstract compiled and despatched to Charge Superintendent,' 'Book despatched to Charge Superintendent,' 'Book received by Charge Superintendent,' the necessity for entering them on each book is not apparent. The final enumeration commences on the date fixed for the purpose and is completed on the same date, the exception being mooring ghâts where enumeration books are kept open for three days after the final census night. This exception need not impose the task of writing the dates on all enumeration books. 'Enumerator's abstract compiled and despatched to Charge Superintendent' can be shewn in the remarks column of the Circle Register. The "Date book despatched to Charge Superintendent" may be shown on a covering slip for all the books of the circle, and the "Date book received by Charge Superintendent" may be similarly shown on the same slip by the Charge Superintendent initialling it with the date." I have already referred to the suggestion that the instructions should also be issued separately and not printed on the cover.

77. It is no easy matter to prepare a specimen schedule that will reflect all the varied conditions of a large province with numerous different races, such as Bengal when

SPECIMEN SCHEDULE.

the census was held. Efforts were made to secure representative Kaithi and Bengali specimen schedules, and special entries were made in the Devanagari form for Chota Nagpur and in the Nepali-Hindi form for Darjeeling which would illustrate entries likely to be found there. There are some districts, however, such as the Sonthal Parganas to which these specimen schedules are not of much use; and in such cases, I would recommend that the District Officer should be authorized to prepare and print a special specimen schedule for his district. The entries of the race or caste of Native Christians in the specimen schedule for Chota Nagpur was somewhat of a puzzle to the Census officers, because it was entered as Native Christian in two cases and Oraon in a third case. The reason for this distinction is that ordinarily no detail is required for Native Christians beyond the fact that they are natives of India, and that Christian converts can have no Hindu caste. On the other hand, in the case of tracts like Chota Nagpur, Darjeeling and the Sonthal Parganas, it is of interest to obtain information regarding the tribes to which converts to Christianity belong, and there is no objection on the part of aboriginal tribes to entering their tribal name. It was explained that in such cases the tribe (and not the words Native Christian) should be entered in column 8; but it would have saved correspondence and searching of mind if this explanation had been given in the Code.

78. No part of the census gave so much trouble as the entries required for occupation in columns 9—11 of the general

GENERAL SCHEDULE.

schedule. Personally, I am in favour of the entire omission of column 10 (subsidiary occupation), as I consider that the statistics obtained from the entries in this column are of little practical use, while to make the enumerators understand what is required, adds enormously to the burden laid both on an improvised agency and on a superior staff who have their hands already full. If this column was omitted, it would be possible to devote much more attention to the remaining entries and to secure greater accuracy. In any case, work would be greatly lightened if the headings of columns 9—11 were simplified in the manner already suggested. On this point I may be allowed to quote from the reports of some Census Officers. The District Census Officer of Monghyr writes:—"Columns 9, 10 and 11 were the stumbling blocks for all. Even some Europeans and Anglo-Indians made wrong entries, not to speak of the half-literate enumerators." Similarly, the Deputy Commissioner of the Sonthal Parganas remarks:—"As at the last census, so at the present, columns 9 to 11 caused ten times as much trouble as the whole of the rest of the schedule put together. My own deliberate opinion is that there is no justification for this 'over-loading a willing beast.' The district staff have to do the census work in addition to their already heavy duties. They have to spend hour after hour in trying to drum into the heads of the rustic the meaning of and difference between these three columns. My officers as a whole did it conscientiously.

But I sympathise from my own experience with their protest on this subject. It is a mere truism to describe these columns as a pitfall to the supervisor and enumerator. One of my own Census officers fell straight into the trap himself. For I found him as late as December under the impression that women who helped in the cultivation of the family holding were dependants because they brought no actual cash into the family chest."

It seems preferable to have a uniform system in columns 14 and 15, as it is not easily understood why a cross has to be put in the case of the illiterate and *jane* (knows) for those who are literate in column 14, whereas no cross is put for those who do not know English and the word *Ingreji* (English) is entered for those who know that language in column 15. As pointed out by one officer, if the system of entries was uniform, not only would a lot of trouble would be saved, but the census officers would be saved from persistent cross-examination by the more intelligent enumerators.

79. The difficulties of the Census officers over columns 9—11 were enhanced by the orders of the Government of India that in the schedules a distinction should be made between those who receive rent and those who pay rent. This is an economic distinction which is foreign to the people themselves, and which also fails to account for that large body of people who hold or cultivate revenue-free or rent-free land. In order to minimize trouble over these entries, it was laid down in the Code that the term rent-receiver includes zamindars and tenure-holders, such as patnidars, ijaradars and others who receive rents from raiyats, while the term rent-payer includes raiyats and under-raiyats whether paying a cash or produce rent.

Subsequently, it was ascertained from the Census Commissioner that it was intended not to make the payment or receipt of rent a criterion for the classification of agriculturists, but to distinguish between persons who live on the rent of agricultural land and those who live by actual cultivation. In other words, a rent-receiver is an agriculturist who does not cultivate, and the rent-payer is an agriculturist who does not cultivate, either himself or by means of servants. Consequently, zamindars and raiyats who do not cultivate but sublet their land come under the category of rent-receivers, while zamindars and raiyats who cultivate their land and do not sublet it are rent-payers. There is a third class consisting of people who are both rent-receivers and rent-payers, e.g., zamindars, raiyats, etc., who cultivate some of their land and sublet the rest. It was laid down that the principal occupation of a person of this class should be entered as rent-payer and his subsidiary occupation as rent-receiver, if he obtained the greater part of his income from the land which he cultivated himself. Conversely, if he subsisted mainly by the rent he received from tenants or sub-tenants, his principal occupation was recorded as rent-receiver and his subsidiary occupation as rent-payer.

It must be admitted that these instructions are somewhat complicated, and they gave considerable trouble. It would have been preferable to have merely laid down that the occupation of each agriculturist was to be entered by the designation ordinarily recognized such as zamindari and cultivation. Entries of this kind are quite sufficient for compilation, and would have saved a good deal of correspondence and searching of mind among the census staff.* As it was, the entry of *malguzari denevala* and *malguzari lenevala* in the specimen schedule caused no little confusion and misapprehension. Whenever a District Officer reported, or I learnt in the course of my inspections, that these entries caused trouble, I cut the Gordian knot by informing him that *zamindar* and *kashikar* could be entered; but it would have been far better had these terms been entered in the specimen schedule.

80. One of the greatest practical difficulties met with in Bihar and Chota Nagpur was over the entries for women and children who assist in cultivation or field work. In the instructions it was laid down that only those women and

* A statement of the different tenures and of the groups under which they were classified was prepared for use in the compilation offices, and will be available for reference at the next census. It would be quite sufficient for the classification of the terms entered.

children should be shown as workers who helped to augment the family income. It was explained that a woman who looks after her house and cooks the food is not a worker but a dependant; but a woman who collects and sells firewood or cowdung is thereby adding to the family income, and should be shown as a worker. "So also a woman who regularly assists her husband in his work (e.g., the wife of a potter who fetches the clay from which he makes his pots), but not one who merely renders a little occasional help. A boy who sometimes looks after his father's cattle is a dependant, but one who is a regular cowherd should be recorded as such." The difficulties which arose in the interpretation of these rules may be realized from the following report of the District Census Officer of Shahabad :—"Some enumerators held that a boy of 8 or 9 years and even less who tended cattle should be returned as a earner in column 9, while others insisted that children up to 13 years did nothing, and even if they attempted to do something, it was merely for amusement, and so would return him as dependant. The case of other dependants was similarly confused. Some would show all males and females as dependants except the heads of family, while others would show all except little children as workers." The difficulty was even more felt in the districts of Chota Nagpur, where both women and children do a considerable portion of the actual agricultural work in the fields, transplanting, weeding and reaping. It would be well if the specimen schedule had an entry or two in which women and boys over 10 are shown as actual workers. It might also be explained in the Code that, as a rough and ready rule, it may be assumed that boys and girls over the age of 10, who actually do field labour or tend cattle, are adding to the income of the family, and should therefore be entered in column 9.

H.—Cost of Enumeration.

81. The total cost of enumeration, including the cost of paper and printing, was Rs. 20,249 or nearly 5 annas, 9 pies per 1,000: reckoned per head, it is less than $\frac{1}{140}$ th of a pie. The expenditure incurred in each district is shown in Statement III at the end of this chapter. The total amounts to Rs. 1,948, of which, however, Rs. 494 are not strictly district charges, but relate to the census of railways and of the Lower Ganges bridge works. If the latter charges are deducted, the total district expenditure is only one-third of what it was in 1901. In 13 districts there was no expenditure debited to census, and in no district was there any charge on account of freight, stationery and house-numbering. It is true that in some municipalities the cost of the materials used in affixing numbers to houses was met from Municipal funds, but this does not appear in district accounts. The sum expended on district office establishment is remarkably small, considering the extra work imposed on the district staff at a time when the establishment had been considerably reduced in accordance with the recommendations of the Committee for the Revision of Ministerial Establishment. Too high praise cannot be given to the district offices, which loyally bore the extra burden imposed on them.

The Khondmals in Angul was the only area in which it was necessary to employ paid enumerators owing to the dearth of literate men in some of the charges. The following extract from my inspection note sufficiently explains the arrangements made :—"In the Khondmals 12 paid enumerators and 9 paid supervisors are to be employed at the rate of 8 annas a day. The enumerators' blocks lie in scattered villages 30 to 40 miles from their homes. They will be employed in house-numbering, attending the supervisors when they test the numbering, writing the preliminary record, attending the Charge Superintendents when they test it, making the final revision and assisting the supervisors in preparing circle summaries. On the average they will be employed for 50 days. The paid supervisors' work consists of visiting the circle boundaries, testing of house-numbering and the preliminary record, and assisting Charge Superintendents in the preparation of the final record. They have to work at distances of 7 to 15 miles from their homes.

Diet allowance will also be given, where necessary, to unpaid supervisors and enumerators working at a distance from their homes at the rate of 3 annas a day." In the end considerable economy was effected by supervisors and enumerators having two circles and blocks respectively, and the total expenditure on this account amounted to only Rs. 199.

In Monghyr, where great difficulty was experienced in procuring men to work as enumerators and supervisors in places of men who had either died of or fled from fear of plague, sanction was given to the appointment of paid enumerators in cases where enumerators had died of plague, and fresh men could not otherwise be secured; but eventually it was not found necessary to make any such appointments. Some of the supervisors and enumerators, on their own initiative, engaged other men to write out the enumeration books on payment of a rupee for each block.

I.—Miscellaneous.

82. The census has now become such a recognized institution, that though its objects are not very well understood or appreciated, it is accepted as a matter of course. The general attitude was, in fact, one of indifference or grudging co-operation. Suspicion of its objects was exceptional, but was occasionally entertained, as will be apparent from the following extracts from district reports, which also illustrate the general standpoint. The District Census Officer of Palamau writes:—"The attitude of the people generally was one of good-humoured indifference. Our anxiety, at the time of house-numbering, to make census 'houses' correspond to commensal families was interpreted by some people as merely a preliminary survey for the imposition of a tax. Again, some interest was felt when the census records were thought to have cleared the way for the creation of evidence in case of future civil disputes. When the people were told that these records were not going to be evidence in any court of law, there remained nothing in the operations to arouse their interest. Their general attitude was consequently one of amused indifference—amused at what was regarded as merely a whim of Government, and indifference because ignorant of its results and sceptical of their value." A similar idea was current in Patna—"Some people believed that an entry in the census record of the occupation of a house would constitute very good evidence of its title and possession, and accordingly they got some unoccupied houses numbered and entered in their own names, and tried in some cases even to get some tenants' houses entered in their own names." The District Census Officer of Monghyr, writes:—"The general attitude of the people towards this census was indifferent. Some mischievous men tried to spread the rumour that the census was intended to increase the *chāukidari*-tax and was calculated to cause the spread of plague. But this sort of rumour was hardly believed. In the town of Monghyr some low class people considered it inauspicious, and would not give the names of all the inmates of their houses. Their prejudice was, to a great extent, strengthened by an outbreak of plague almost immediately after the taking of the preliminary enumeration. One Hindu *sadhu* in Surajgarha thana refused to allow his hut to be numbered, and told the people of the village that the census would lead to an increase of plague." According to the District Census Officer of Gaya—"Some of the ignorant people were under the impression that the census operations would be followed by an enhancement of taxes. Labouring under this idea, they would not disclose the fact of two or more families occupying one house. And in some instances the enumerators were found to be conniving at this concealment of facts. The people have, however, become now used to census operations. They have come to know that the census is a regular decennial visitor, and all active opposition to it has ceased."

83. These extracts may be supplemented by the following remarks recorded in the final reports for two Bengal districts. The District Census Officer, Midnapore, writes:—"The general attitude of the people towards the

census was satisfactory, although here and there was heard the remark that the census would be followed by terrible epidemics which would carry off a large number of the people. There is a superstitious belief prevalent among the people that if one counts his children, he is sure to lose some of them. This belief holds good, not only as regards human beings, but also as regards all objects (animate or inanimate) which one possesses, and even the fruits and vegetables which a man's trees and plants may bear. A child unwittingly counting the pumpkins which the plant in the kitchen garden has borne will be sharply rebuked by its mother and will be asked not to do so, as the effect of the counting will be that all the pumpkins will rot." The District Magistrate of Birbhum again writes :—"A certain section of educated Indians are of opinion that work done by private individuals in connection with census is so much work done to Government without remuneration. When this is the opinion of educated persons, what can be expected of ignorant villagers. The notion prevails among women and old men that a census tends to diminish population. But in general no obstruction or special difficulty of any kind was experienced. It would be vain to try to convince people that census is a public duty and is of public utility. It is more or less looked upon as one of the useless whims of the Sarkar." The idea that a man has a duty to the State and that he cannot expect to be paid for it is still a great obstacle. Many supervisors and enumerators no doubt entertained the same feeling as a man who was appointed enumerator in Palamau. This worthy, a Brahman by caste, asked for either an allowance or permission to realize it from the villagers, and enquired what crime he had committed worse than that of a murderer, who, in spite of his crime, is fed by the Sarkar while in prison.

84. The Santals and Sauria Paharias of the Sonthal Parganas, unlike others, showed considerable interest in the proceedings—a happy contrast to the state of affairs in 1881 when their fear of the unknown nearly caused a rising and troops had to be marched through parts of the district. The Deputy Commissioner, Mr. Allanson, writes :—"The Santals and Paharias were rather keen in getting themselves enumerated, as they had a vague fear that omission would involve loss of *lot* rights and get them into hot water with the Sarkar, or bring down some other calamity on their heads—rather an auspicious circumstance for the general accuracy of the census figures. Mr. Stark of Godda overheard in one village illiterate people saying that the Sarkar wanted to find out how many Santals and Paharias had gone away from the Sonthal Parganas, so as to bring them back and kick the Dikkus out of the district. The hatred of the Dikku may on the surface seem to have disappeared ; but it is always there dormant. The Santal will always regard this district as their "chosen land," and resent the presence of Dikkus in the aboriginal tract. Mr. Day, Subdivisional Officer of Rajmahal, writes that on the morning of the census a Paharia went to the Charge Superintendent of Barhait and complained bitterly that he had not been enumerated. He appears to have thought that he would be regarded as an out-law if his name did not appear in the schedule. The following extract from the tour diary of Mr. A. McGavin, Charge Superintendent of Dumka Damin, gives a good idea of the attitude of the Santals and Paharias towards the census :—it should be explained that the census of the Dumka Damin was taken during the day, and compilation of the figures was started after sunset on 10th March. "It was quite amusing the way headmen and others would come in at all hours of the night in breathless haste to have either themselves or friends who had escaped enumeration entered in the census schedules. All such men who came in were from the densely wooded parts of Silingi and Narganj, who had been away from their villages during the last few days, and who had hurried home along the jungle paths in order to be at home when the census took place, only to find that they were late and that the enumerator had visited the place earlier in the day."

85. Though the general attitude was one of indifference and apathy, there was no little excitement about questions of caste, especially among low castes who want to be classed as higher castes. One Jolaha actually instituted a civil suit against a supervisor and one of his enumerators,

claiming damages for Rs. 49, because his caste had been entered as Jolaha. The educated classes were also interested in the discussion raised regarding the question "Who is a Hindu," and in Bilhar the people were considerably exercised over the entry of language. These three features are well described in the following extract from the final report from Shahabad :—"The District Census Officer remembers two of the previous censuses, viz., that of 1891 when he was a student, and that of 1901 when he was in Government service. So far as he can judge, in those censuses the people were indifferent and considered that it was a whim of the Sarkar to count the people. But in the present census great interest has been taken from political and social considerations. In the beginning a great agitation and discussion was carried on in the press about the question "Who is and who is not a Hindu." Another feature was the claim of low caste people to be classed and censused as of higher caste. The third point of dispute was about language. Hindus endeavoured to return the Hindi language for all, while Muhammadan enumerators wanted to return as many Urdu-speaking people as they could."

86. In areas affected by plague the people were inclined to connect its visitation with the census; and the enumerators in some localities went round about in fear of actual violence. In some villages of Saran the people rubbed out the numbers of their houses, thinking the numbers would attract the plague demon, and enumerators were roughly handled when they attempted to re-number them. At Mokameh, in the Patna district, an enumerator was beaten with shoes for attempting to number houses and for asking the names of children, as the villagers suspected that their children were being picked out for despatch by plague. "There was, however, no general opposition of any kind to the taking of the census, and the people generally readily supplied the information demanded from them."

The belief that there was some mysterious connection between the census and the plague also gave trouble in Gaya. The District Magistrate writes :—"In places where plague was prevalent, people were not wanting who connected it with the census operations. Because there was plague during the last census operations in 1901, and because there was plague also in 1910-11 (another census year), the superstitiously inclined—and their number is not small—came to the conclusion that whenever there were census operations, they were followed by plague. This idea was so strongly impressed in the minds of some people that they positively refused to supply any information to the census staff. Others, while giving the particulars regarding the elderly members of the family, refused to give the names or other particulars of the younger ones, saying—"We are old people and do not care much if we die of plague; but so long as there is a spark of life in us, we will not disclose the names or number of our children. We know well that if we do, the little ones will be carried away by plague." In such cases the census staff had to collect the necessary information from the neighbours."

87. Reference has already been made to the inconvenience caused by the late date at which the Census Act was passed.

CENSUS ACT.
The only other points calling for notice relate to sections 10 and 12. The former lays down that the maximum penalty that can be imposed for refusal to undertake, or neglect in the performance of, the duties of a Census officer, is a fine of Rs 50. This penalty is not sufficiently deterrent, for there are people to whom such a fine has no terrors. It would not go so far as one District Officer, who is of opinion that the penalty should be simple imprisonment for a period which may extend to one month, or a fine which may extend to Rs. 200, or both; but I certainly think the maximum of the fine might be raised to a higher figure. It is not likely that the enhanced penalty will lead to any abuse, as there is a safeguard in the fact that the previous sanction of the District Magistrate must be obtained before a prosecution can be started.

The only other criticism of the Act that I have to offer relates to section 12. This section lays down that the entries in the census records, registers, schedules, etc., are not admissible as evidence in any civil proceeding or in any proceeding under Chapters XII and XXXVI of the Criminal Procedure Code. They are however admissible in other criminal proceedings.

I am not aware of the reasons which led to the enactment of these provisions or why such a distinction was made between civil and criminal proceedings, but *primâ facie* in view of the misapprehensions (such as those referred to in paragraph 82) which are apt to arise regarding the objects of the census and the uses to which it can be put, it seems desirable that the entries should be made inadmissible in any criminal proceedings.

88. The Census Code was issued to all District Census Officers, Charge Superintendents and Inspecting Officers in accordance with the suggestion made by Mr. Gait in the last Census Report. It is a danger to overload it with instructions, but on the whole I am inclined to think that it might be more detailed and comprehensive, so that it might really be a *vade mecum* to Census officers, who are in every case the referees when knotty points arise. The more complete it is, the less need is there for supplementary instructions and circulars, which may arrive late and cause confusion or be neglected. The fewer there are of these, the better. It is largely on this account that in this report I have made a number of suggestions on points of detail which might be incorporated in the next Census Code. The Code might also be further improved by the addition of (1) a district census calendar, (2) a statement showing the mistakes commonly found in the census schedule and the corrections required, and (3) an alphabetical list of all districts and States in India. These three were issued separately during the course of the operations, but it would have been far more convenient if they had been included in the Code. Appendix IX showing the languages spoken in each district by 1,000 persons or more might be omitted, as it is of little use, but the remaining appendices might be retained. The Code should be issued as soon as possible in a complete form, so that officers may have time to study the instructions and see what action is required at each stage of the proceedings.

STATEMENT I.—CENSUS DIVISIONS AND AGENCY.

DISTRICT OR STATE.	NUMBER OF—			NUMBER OF—			AVERAGE NUMBER OF HOUSES PER—		
	Charges.	Circles.	Blocks.	Charge Superintendents.	Super-visors.	Enumerators.	Charge Superintendents.	Super-visors.	Enumerators.
1	2	3	4	5	6	7	8	9	10
BENGAL	1,341	23,229	325,531	1,390	23,536	307,909	7,996	472	36
British Territory	1,186	21,533	298,467	1,235	21,840	280,838	8,299	469	36
BURDWAN DIVISION	165	3,712	54,046	178	3,824	53,097	10,469	485	34
Burdwan	26	689	9,813	27	699	9,560	13,191	517	37
Birbhum	23	401	5,510	23	430	5,851	8,883	475	35
Bankura	22	468	7,337	22	458	7,851	10,533	506	39
Midnapore	48	1,268	19,718	43	1,308	18,504	13,562	446	32
<i>Non-synchronous areas</i>	...	...	99	...	...	...	...	...	...
Hoochly	30	525	7,343	30	525	7,272	8,657	497	36
Howrah	16	373	4,496	33	414	4,039	6,710	535	35
PRESIDENCY DIVISION	257	3,991	48,340	257	3,975	48,082	6,636	429	35
24 Parganas	68	857	11,474	67	844	11,382	6,703	339	39
<i>Non-synchronous areas</i>	3	10	43	...	...	...	...	...	...
Calcutta	36	452	4,000	36	452	4,000	1,230	94	11
Nadia	46	824	9,128	47	830	9,125	7,242	410	37
Murshidabad	34	741	7,725	35	741	7,725	7,416	380	37
Jessore	38	677	9,575	38	672	9,412	9,204	320	37
Khulna	31	436	6,438	31	436	6,438	7,555	337	36
PATNA DIVISION	143	2,508	37,693	143	2,726	32,146	7,819	410	34
Patna	46	672	9,042	49	671	8,817	6,564	479	38
Gaya	55	924	17,428	53	925	12,067	7,964	456	33
Shahabad	42	912	11,228	41	1,130	10,362	9,129	331	36
TIRHUT DIVISION	154	3,495	48,119	189	3,534	47,406	9,863	527	39
Saran	38	853	12,250	38	791	11,304	11,637	557	39
Champaran	37	862	8,838	37	862	8,838	9,447	528	39
Muzaffarnur	53	985	13,674	55	1,002	13,526	9,169	470	39
Darbhanga	26	965	13,357	59	985	13,596	9,439	567	40
BHAGALPUR DIVISION	200	3,580	47,952	194	3,602	44,347	7,979	429	34
Monohur	37	876	11,033	36	876	11,025	10,453	430	34
<i>Non-synchronous areas</i>	2	43	668	...	...	...	...	...	...
Bhagalpur	45	648	10,932	45	708	11,108	9,052	375	37
Purnea	39	589	10,678	39	605	10,080	9,529	614	37
Darjeeling	22	383	2,202	5	338	2,041	11,372	168	28
Sonthal Parganas	57	1,084	13,107	69	1,076	10,113	4,863	512	33
ORISSA DIVISION	117	2,029	30,868	118	2,025	29,509	9,003	524	36
Orntack	39	751	12,308	37	728	11,243	11,556	567	37
Balasore	22	367	6,439	22	367	6,439	9,650	678	32
Angul	6	89	1,118	10	110	1,198	4,283	389	36
<i>Non-synchronous areas</i>	4	57	1,119	...	...	...	...	...	...
Puri	27	417	6,369	28	418	6,065	7,305	494	34
Sambalpur	23	405	4,634	23	404	4,520	7,573	431	34
CHOTA NAGPUR DIVISION	150	2,218	31,473	156	2,154	26,251	7,017	508	41
Hazaribagh	39	492	6,095	39	500	6,228	5,966	457	37
Ranchi	33	548	6,940	39	548	6,532	6,538	463	31
Palamau	24	240	4,228	21	190	2,587	6,227	688	31
Manbhum	29	385	8,940	35	555	6,849	8,755	352	45
Singbhum	20	353	5,270	22	353	4,065	5,178	323	28
<i>Non-synchronous areas</i>	6	46	565	...	...	...	...	...	...
Native States	155	1,696	27,064	155	1,696	27,071	5,584	510	32
Cooch Behar	13	338	3,333	13	338	2,340	8,754	336	34
Orissa Feudatory States	142	1,358	23,731	142	1,358	23,731	5,544	360	34
<i>Non-synchronous areas</i>	20	44	387	...	...	...	...	...	...

* Assistant and Additional Assistant Charge Superintendents are included among Charge Superintendents, including the Chota Nagpur States of Sarakola and Kharsawan.

STATEMENT II.—NUMBER OF FORMS SUPPLIED AND USED.

DISTRICT OR STATE.	ESTIMATION BOOK COPIES (000'S OMITTED).										BLOCK LISTS (000'S OMITTED).										GENERAL SCHEDULES.										OTHER FORMS—																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																													
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911.	1901.	1911.	1911.	1901.	1911.	1911.	1901.	1911.	1911.	1901.

Some figures are not available for Sambalpur, Orissa, Balasore and the Orissa Fodgatory States, and are therefore excluded from the totals for Bengal, British Territory and Native States. The figures which are not available are indicated by the symbol (a).

STATEMENT II.—NUMBER OF FORMS SUPPLIED AND USED—concluded.

DISTRICT OR STATE.	GENERAL SCHEDULES.										OTHER FORMS—												
	BLOCK LISTS (000'S OMITTED).										USED.												
	ACTUAL NUMBER (000'S OMITTED).										SUPPLIED.												
	PER 100 HOUSES																						
ENUMERATION BOOK COVERS (000'S OMITTED).		Supplied.		Used.		Supplied.		Used.		Household schedules.		Boat tickets.		Travellers' tickets.		Household schedules.		Boat tickets.		Travellers' tickets.			
1911.	1901.	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1911.	1901.	1911.	1911.	1901.		
2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
BHAGALPUR DIVISION																							
76	56	72	56	55	62	48	56	860	886	774	853	55	50	2,325	1,446	2,200	2,636	26,920	16,470	2,476	2,710	32,320	
13	13	12	13	9	14	8	12	198	220	176	206	53	48	356	361	1,000	441	7,676	...	700	1,000	8,100	
13	13	12	13	13	17	12	15	235	260	219	254	55	54	150	140	1,040	835	5,900	1,825	150	1,500	7,500	
13	14	12	14	13	13	11	13	200	190	187	189	54	50	157	140	110	560	3,620	5,700	160	110	3,680	
2	2	2	2	2	2	2	2	35	34	31	33	61	55	1,200	654	...	...	1,000	705	1,200	...	1,000	
32	14	34	14	18	16	15	14	202	192	162	171	60	56	222	151	50	800	8,524	8,540	266	100	12,100	
ORISSA DIVISION																							
36	28	30	28	46	37	45	32	630	494	600	474	59	56	587	341	5,946	1,161	26,418	19,519	649	6,225	26,900	
14	13	14	13	23	15	23	14	241	226	235	218	56	55	308	246	4,631	500	6,768	2,500	320	4,700	7,200	
7	8	7	8	8	9	8	8	118	116	113	116	55	53	50	41	600	50	4,000	1,450	50	600	4,000	
2	2	2	2	3	5	2	4	48	23	39	19	112	91	19	23	25	25	4,200	5,350	10	25	4,200	
8	5	2	5	7	8	7	6	128	139	119	121	62	58	100	31	290	386	5,500	10,019	150	400	5,000	
5	(a)	5	(a)	5	(a)	5	(a)	95	(a)	94	(a)	54	54	110	(a)	400	(a)	5,950	(a)	110	500	6,000	
CHOTA NAGPUR DIVISION.																							
31	41	31	38	32	40	30	31	519	553	494	534	47	45	1,450	412	...	...	17,790	9,650	1,751	...	17,450	
3	12	3	12	4	14	4	13	38	134	38	133	16	16	422	200	...	...	3,380	...	461	...	3,500	
8	5	8	5	8	5	6	5	141	124	137	114	55	53	240	100	...	...	4,700	900	240	...	3,000	
5	10	5	10	6	6	6	3	74	67	71	64	56	54	85	27	...	...	1,700	4,800	100	...	1,750	
9	8	9	8	8	10	8	7	170	143	160	140	55	52	323	45	...	...	5,000	2,950	600	...	4,000	
6	6	6	5	8	5	6	3	96	85	88	83	57	52	350	40	...	...	2,960	1,000	350	...	3,200	
NATIVE STATES																							
33	(a)	4	(a)	33	(a)	3	(a)	497	(a)	51	(a)	57	6	32	(a)	247	(a)	1,810	(a)	963	1,990	44,985	
4	(a)	4	(a)	4	(a)	3	(a)	82	(a)	51	(a)	55	45	32	(a)	247	(a)	1,810	(a)	40	350	3,300	
29	(a)	(a)	(a)	29	(a)	(a)	(a)	435	(a)	(a)	(a)	55	(a)	(a)	(a)	(a)	(a)	(a)	(a)	923	1,640	41,685	

excluding the Orissa, Nagpur, States of Sarakole and Khasi.

Some figures are not available for Sambalpur, Cooch Behar and the Orissa Feudatory States, and are therefore excluded from the totals for Bengal, British Territory and Native States. The figures which are not available are indicated by the symbol (a).

STATEMENT III.—DISTRICT CENSUS CHARGES.

Showing the cost of enumeration in the districts of Bengal as constituted on 10th March 1911.

DISTRICT.	District office establishment.	House numbering.	Remuneration of Census officers.	Travelling allowance of Census officers.	Stationery.	Postage and telegrams.	Freight.	Miscellaneous.	TOTAL.	
									1910-11.	1909-10.
1	2	3	4	5	6	7	8	9	10	11
	Rs. A. P.	Rs.	Rs.	Rs. A.	Rs.	Rs. A. P.	Rs.	Rs. A. P.	Rs. A. P.	Rs. A.
Burdwan ...	...	...	...	...	...	...	...	3 7 0	7 0	113 0
Bibhum ...	...	...	...	...	...	...	...	...	...	28 0
Bankura ...	...	...	...	...	...	...	...	...	...	118 0
Midnapore ...	...	...	...	...	...	60 5 6	...	23 10 6	84 0 0	72 0
Boohy ...	19 10 10	...	...	...	...	10 5 0	...	13 6 0	43 5 10	128 0
Howrah ...	...	...	...	...	...	...	...	...	...	49 0
24 Parganas ...	41 13 5	...	...	...	...	...	...	173 15 6	215 14 11	285 0
Nadia ...	32 11 10	...	...	...	...	63 5 0	...	37 3 9	133 4 7	41 0
Murshidabad ...	...	...	...	...	...	...	...	5 5 6	5 5 6	51 0
Jessore ...	...	...	...	...	...	...	...	110 9 6	110 9 6	36 0
Khulna ...	...	...	...	...	...	...	...	...	...	10 0
Patna ...	...	...	...	...	...	...	...	...	...	25 0
Gaya ...	...	...	...	...	...	1 8 0	...	42 1 0	43 9 0	86 0
Shahabad ...	...	...	...	...	...	...	...	5 1 6	5 1 6	62 0
Saran ...	...	...	...	...	...	...	...	...	...	245 0
Champan ...	...	...	...	...	...	...	...	40 0 0	40 0 0	185 0
Muzaffarpur ...	...	...	...	...	...	...	...	...	...	164 0
Darbhanga ...	...	...	...	...	...	...	...	37 2 0	37 2 0	140 0
Monghyr ...	...	...	...	10 4	...	0 0 6	...	30 4 0	60 8 6	101 0
Bhagalpur ...	...	...	...	...	...	...	...	...	...	114 6
Purnea ...	...	...	...	...	...	...	...	...	...	17 0
Darjeeling ...	12 1 6	...	...	3 2	...	...	...	...	15 3 6	252 0
Southal Parganas ...	...	...	...	...	...	...	...	23 4 0	23 4 0	300 0
Outac ...	...	...	...	...	...	...	...	21 14 8	21 14 8	70 0
Balasore ...	...	...	...	...	...	...	...	...	...	72 0
Angul ...	...	...	199	56 0	...	...	...	18 0 0	273 0 0	1,148 0
Puri ...	...	...	...	...	...	...	...	...	...	801 0
Sambalpur ...	...	...	...	...	...	25 1 0	...	44 15 0	70 0 0	278 0
Hazaribagh ...	70 0 0	...	...	7 4	...	...	...	128 4 3	205 8 3	9 0
Ranchi ...	...	...	...	...	...	...	...	12 9 0	12 9 0	195 0
Paleman ...	...	...	...	...	...	...	...	...	...	17 0
Manbhum ...	50 0 0	...	...	...	...	...	...	...	50 0 0	25 0
Shugbhum ...	...	...	...	...	...	...	...	...	...	40 0
Lower Ganges Bridge ...	177 2 3	...	...	15 0	...	...	...	183 6 0	375 8 3	...
East Indian Railway ...	...	...	...	109 9	...	...	...	...	109 9 0	...
Bengal-Nagpur Railway.	...	...	...	6 12	...	2 7 0	...	...	9 3 0	...
TOTAL ...	403 9 10	...	199	207 15	...	163 0 0	...	974 7 2	1,948 0 0	4,777 9

**STATEMENT IV.—DIFFERENCE BETWEEN PROVISIONAL AND FINAL FIGURES
OF THE CENSUS OF 1911.**

DISTRICT OR STATE.	Provisional totals.	Final totals.	Difference.	Date of despatch of provisional totals.
BENGAL	57,192,118	57,206,430	+ 14,312	
(1) BRITISH TERRITORY	52,656,461	52,668,269	+ 11,808	
BURDWAN DIVISION	8,467,365	8,467,314	- 51	
Burdwan	1,538,234	1,538,371	+ 137	14th March.
Birbhum	936,443	935,473	- 970	13th Do.
Bankura	1,138,821	1,138,670	- 151	13th Do.
Midnapore	2,820,374	2,821,201	+ 827	15th Do.
Hooghly	1,089,935	1,090,097	+ 162	15th Do.
Howrah	943,558	943,502	- 56	12th Do.
PRESIDENCY DIVISION ^a	9,433,385	9,445,321	+ 11,936	
24 Parganas ^a	2,427,615	2,434,104	+ 6,489 ^a	15th March.
Calcutta ^a	890,493	896,067	+ 5,574 ^a	12th Do.
Nadia	1,617,836	1,617,846	+ 10	12th Do.
Murshidabad	1,371,667	1,372,274	+ 607	12th Do.
Jessore	1,755,346	1,758,264	+ 2,918	14th Do.
Khulna ^a	1,370,428	1,366,766	- 3,662 ^a	16th Do.
PATNA DIVISION	5,631,598	5,634,789	+ 3,191	
Patna	1,609,070	1,609,531	+ 461	12th March.
Gaya	2,160,657	2,159,498	- 1,159	14th Do.
Shahabad	1,861,871	1,865,660	+ 3,789	15th Do.
TIRHUT DIVISION	9,975,031	9,973,359	- 1,672	
Saran	2,283,542	2,289,778	+ 6,236	12th March.
Chhapra	1,908,080	1,908,385	+ 305	14th Do.
Mazgaonpur	2,846,896	2,845,514	- 1,382	13th Do.
Darbhanga	2,929,513	2,929,682	+ 169	13th Do.
BHAGALPUR DIVISION	8,407,583	8,410,371	+ 2,788	
Monghyr	2,128,967	2,132,893	+ 3,926	13th March.
Bhagalpur	2,141,576	2,139,318	- 2,258	12th Do.
Parpea	1,993,143	1,989,637	- 3,506	12th Do.
Darjeeling	262,431	265,550	+ 3,119	14th Do.
Souhal Parganas	1,861,466	1,862,973	+ 1,507	13th Do.
ORISSA DIVISION	5,131,656	5,131,753	+ 97	
Orissa	2,108,672	2,109,139	+ 467	12th March.
Balasore	1,058,729	1,058,568	- 161	11th Do.
Angul	199,450	199,451	+ 1	13th Do.
Puri	1,023,624	1,023,402	- 222	12th Do.
Sambalpur	744,181	744,193	+ 12	13th Do.
CHOTA NAGPUR DIVISION	5,609,843	5,605,362	- 4,481	
Hazaribagh	1,289,336	1,288,609	- 727	16th March.
Ranchi	1,388,749	1,387,516	- 1,233	17th Do.
Palamanu	689,269	687,267	- 2,002	16th Do.
Manbhum	1,547,963	1,547,576	- 387	14th Do.
Singbhum	694,526	694,394	- 132	13th Do.
(2) FEUDATORY STATES	4,535,657	4,538,161	+ 2,504	
Cooch Behar	592,965	592,952	- 13	14th March.
Orissa Feudatory States	3,797,758	3,796,563	- 1,195	12th to 16th March
Chota Nagpur States	144,934	148,648	+ 3,712	13th March.

^a After adding the figures subsequently received for the Sundarbans and the Port of Calcutta, the difference is:—Bengal—1,112, British territory—3,616, Presidency Division—3,488, 24-Parganas + 4,926, Calcutta—2,380 and Khulna—9,569.