

CENSUS OF INDIA, 1921

VOLUME VII

BIHAR AND ORISSA

PART III

ADMINISTRATIVE VOLUME

BY

P. C. TALLENTS, I.C.S.,

*Superintendent of Census Operations,
Bihar and Orissa*



PATNA:

SUPERINTENDENT, GOVERNMENT PRINTING, BIHAR AND ORISSA

1924

**AGENTS FOR THE SALE OF BOOKS PUBLISHED
BY THE SUPERINTENDENT, GOVERNMENT
PRINTING, BIHAR AND ORISSA.**

In India.

- (1) MESSRS. THACKER SPINK & Co., Calcutta.
- (2) MESSRS. W. NEWMAN & Co., Calcutta.
- (3) MESSRS. S. K. LAHRI & Co., College Street, Calcutta.
- (4) MESSRS. R. CAMBRAY & Co., 6 and 8-2, Hastings Street, Calcutta.
- (5) MESSRS. THOMPSON & Co., Madras.
- (6) MESSRS. D. B. TARAPOREVALA SONS & Co., 103, Meadow Street, Fort, Post, Box No. 18, Bombay
- (7) MESSRS. M. C. SIRCAR & SONS, 75, Harrison Road, Calcutta.
- (8) PROPRIETOR OF THE NEWAL KISHORE PRESS, Lucknow.
- (9) MESSRS. M. N. BURMAN & Co., Bankipore.
- (10) BABU RAM DAYAL AGARWALA, 184, Katra Road, Allahabad.
- (11) STANDARD LITERATURE Co., LTD., 13-1, Old Court House Street, Calcutta.
- (12) MANAGER OF THE INDIAN SCHOOL SUPPLY DEPOT, 309, Bow Bazar Street, Calcutta.
- (13) MESSRS. BUTTERWORTH & Co., LTD., 6, Hastings Street, Calcutta.
- (14) MESSRS. RAM KRISHNA & SONS, Anarkali Street, Lahore.
- (15) THE OXFORD BOOK AND STATIONERY COMPANY, Delhi.

In England.

- (1) MESSRS. A. CONSTABLE & Co., LTD., 10, Orange Street, Leicester Square, London, W.
- (2) MESSRS. KEGAN, PAUL, TRENCH, TRUBNER & Co., 68-74, Carter Lane, London, E. C. (Oriental Department) and 25, Museum Street, London, W. C.
- (3) MR. B. QUARITCH, 11, Grafton Street, New Bond Street, London, W. C.
- (4) MESSRS. P. S. KING & SON, 2 and 4, Great Smith Street, Westminster, London, S. W.
- (5) MR. B. BLACKWELL, 50-51, Broad Street, Oxford.
- (6) MESSRS. DEIGHTON BELL & Co., LTD., Trinity Street, Cambridge.
- (7) MESSRS. HENRY S. KING & Co., 65, Cornhill, London, E. C.
- (8) MESSRS. GRINDLAY & Co., 54, Parliament Street, London, S. W.
- (9) MESSRS. W. THACKER & Co., 2, Creed Lane, Ludgate Hill, London, E. C.
- (10) MESSRS. LUZAC & Co., 46, Great Russel Street, London, W. C.
- (11) MESSRS. OLIVER AND BOYD, Tweeddale Court, Edinburgh.
- (12) MESSRS. E. PONSONBY, LTD., 116, Grafton Street, Dublin.
- (13) T. FISHER UNWIN, LTD., 1, Adelphi Terrace, London, W. C.
- (14) MESSRS. EAST AND WEST, LTD., 3, Victoria Street, London, S. W. 1.

On the Continent.

- (1) M. ERNEST LEROUX, 28, Rue Bonaparte, Paris, France.
- (2) MARTINUS NIJHOFF, The Hague, Holland.
- (3) OTTO HARRASSOWITZ, Leipzig.
- (4) FREDLANDER AND SOHN, Berlin.

ADMINISTRATIVE VOLUME

ON THE CENSUS

OF

BIHAR AND ORISSA, 1921.

CHAPTER 1.

THE CENSUS MAUZA REGISTER.

THE first step necessary in the arrangements for the census is the preparation of a complete list of villages, and at previous censuses in Bengal great difficulty had been experienced in this matter owing to the absence of a village revenue agency and to the fact that no attempt had ever been made to keep the records of the revenue survey up to date. No such difficulty arose in Bihar and Orissa in connexion with the census of 1921. With the exception of the Khondmals and of certain parts of Manbhum district, for which the record is being prepared and will be complete long before the next census, there now exists for every district in the province a printed list of mauzas, known as the 'thana' or 'jurisdiction list', and a complete set of thana maps in which is shown every mauza included in those lists. As the boundaries of the mauza do not alter, and as the mauza is the unit of compilation for census purposes, these records are invaluable. Mauzas are occasionally transferred from one thana to another, but, when the lists and maps have been brought up to date in this respect the officer who has to divide up the district for census purposes has a record which supplies him with a framework exactly as he requires it and on which he can rely implicitly.

2. Given the list of mauzas, the information next required for census purposes is (i) the number of houses in each which gives a sufficiently accurate indication of the number of persons to be enumerated and of the staff and number of persons required to enumerate them, and (ii) the names of persons qualified to be selected as census officers. The Census Mauza Register is prepared for this purpose, the form of which, prescribed by Government in circular No. 2405-R., dated the 9th March 1920, was as follows :—

- Column 1. Number of mauza according to jurisdiction or settlement thana lists.
- Column 2. Name of mauza.
- Column 3. Name of Chaukidari Union in which included..
- Column 4. Names of villages and hamlets in each mauza.
- Column 5. Number of houses in each village or hamlet.
- Column 6. Names of persons qualified to act as Supervisors.
- Column 7. Names of persons qualified to act as Enumerators.
- Column 8. Number according to Circle List of Circle.
- Column 9. Number according to Circle List of Block,
- Column 10. Remarks.

For urban areas a similar register was prescribed, but for the first 5 of the above columns were substituted the following three :—

Column 1. Name or number of ward.

Column 2. Name of mahalla, street, or other municipal unit.

Column 3. Number of houses in each mahalla, street, or other municipal unit.

3. In explanation of column 5 of the rural register it should be stated that a mauza is a geographical unit with a definite position, shape, and area, which may contain no habitation or on the other hand may contain several groups of habitations. The group of habitations is described in connexion with the census as "village, hamlet, tola, basti or (in Oriya) gram". As there is a natural tendency to describe the mauza also as a "village", there is always a risk of confusion and it would be better to eliminate the word "village" altogether from the definitions in chapter I of the code and from the headings of the Census Mauza Register and Circle List and wherever else it is to be found.

4. Instructions for writing this register were given in the covering circular and, where they were intelligently followed, no difficulty arose. They might however be expanded in the following particulars :—

(a) It would be better to say that all mauzas and hamlets whether inhabited or not, should be entered so that they may not be lost sight of : a mauza or hamlet in an area like the Madhipura subdivision that is uninhabited ten months before the census may be inhabited by the time the census comes round. If they are uninhabited, the fact should be noted in the remarks column.

(b) The names of two likely supervisors should be given for each circle, and of two enumerators for each block, so that in case of death or illness or default there may be no delay in the appointment of a substitute.

(c) The circular stated that columns 1 and 2 should correspond with columns 1 and 2 of the jurisdiction and thana lists, but in some districts the register and the lists were not compared with the result that at a later stage of the operations mauzas were found to be missing from the register. It would be better to say explicitly that the registers should be checked with these lists before being sent to the police.

(d) If the railway premises are to be enumerated as part of the general district operations, there should be an instruction that railway premises should be entered in the register.

5. As the question of serial numbering of the mauzas in the census registers arises first in connexion with the Census Mauza Register the opportunity may be taken of discussing it here. In this register a column is provided for "Number of mauza according to jurisdiction or settlement thana lists"; in the Circle List there is a column for "Serial number of mauza in column 1 of the Census Mauza Register"; in Register A (of slip copying) there is a column for "Serial number of mauza" and it is from this Register A that the Village Tables are eventually written up, in which the serial number required is that according to the jurisdiction or settlement thana list. In addition to the thana list number, a serial numbering had to be given to the mauzas in the Census Mauza Register and instructions were subsequently given that both series of numbers should be entered in column 1 of the Circle Lists. As a matter of fact the practice in the different districts varied, and in some cases when the thana list number was required for the Village Tables it was not available in Register A and this entailed reference to other registers and extra labour. It would therefore be better to add a column to the Census Mauza Register for "Serial number of mauza in this register" and one to the Circle List for "Number of mauza according to jurisdiction or settlement of thana list", while the heading in Register A should be

changed to "Number of mauza according to jurisdiction or settlement thana list", the serial number in the Census Mauza Register being no longer of any interest.

6. The counting of houses and the entries in column 5 of the register were inaccurate. In practically all the Census Mauza Registers which I inspected there were numerous cuttings in this column which raised the hope that considerable trouble had been taken to get the number correct. But results proved that this was not so, for according to the first abstract of the Circle List the total number of houses in the province was 7,177,885 while in the revised abstract, which is prepared after the houses have actually been numbered, the number rose to 7,963,764. This increase is embarrassing to all concerned: it means that fresh enumerators have to be appointed; that many cuttings are required in the Circle Lists, Circle Registers, etc., which have sometimes even to be rewritten, and also that extra paper has to be indented for and a large number of extra forms have to be printed. It is therefore desirable that the necessity for a careful count should be impressed at the start upon the police officers to whom the enquiry is entrusted and also that the Government Circular on the subject should be issued before the hot weather when the duty of counting houses becomes a burden and is apt to be evaded. It is also necessary to see that the police understand what the census "house" is before they start counting. The omission to do this in Gaya led to the necessity for a second count. In municipal areas there is a tendency to fill up column 5 (number of houses) from the municipal registers. This should be discouraged because the census house is not the same thing as the house for the purposes of municipal assessment.

7. In the instructions issued by Government regarding the preparation of the Census Mauza Register it was stated that "a separate volume should be prepared for each police station jurisdiction in a revenue thana; where a police station lies partly in one thana and partly in another, a separate register should be opened for each part". A footnote in Part XXXA of the Civil List shows that Police Station Maharaiganj lies partly in revenue thana Basantpur and partly in revenue thana Siwan, but usually discrepancies between the boundaries of revenue thanas and police station jurisdictions are confined to odd mauzas for which it is unnecessary to prepare a separate volume of the Census Mauza Register. The boundaries of the revenue thanas are exactly demarcated and known, but the boundaries of the police station jurisdictions are in some cases not clearly defined and in some not even known; for instance in the Bettiah Subdivision of Champaran two sub-inspectors of police disagreed as to whose jurisdiction certain mauzas appertained to and no record could be found to settle the point. Instructions were therefore issued that in case of discrepancies between the boundaries of revenue thanas and police station jurisdictions the revenue thana boundary should be followed in the formation of census divisions; at the same time a list was prepared of such discrepancies so that it was possible to give the population of both units correctly in Provincial Table II.

8. It is left to the Provincial Superintendent to decide whether portions of the census maps relating to their circles should be given to circle supervisors. In my opinion this is quite unnecessary in rural areas. When the supervisor knows the names of the mauzas in his circle he knows all that he requires, and even if he did not and even if he could read a map, the pieces cut out of the thana maps do not show the tolas and are so small that they are really of very little use.

THE CIRCLE LIST AND FORMATION OF CENSUS DIVISIONS.

9. The preparation of the Census Mauza Register is the necessary preliminary to the parcelling out of the district into census divisions. Of these divisions the *infima species* is the Block, which consists of from 30 to 50 houses and is of such a size that a single enumerator can check all the schedules relating to it between 7 P.M. and midnight on the night of the census. Above the block comes the Supervisor's Circle, consisting ordinarily

of a compact group of 10 to 15 blocks, and above the circle comes the Superintendent's Charge which is ordinarily conterminous with the police station, the superintendent being the sub-inspector of police in charge. The formation of these divisions goes on *pari passu* with the writing up of the Circle List in which the results are recorded. The Code laid down that the "census divisions should be formed by the District Census Officer in consultation with the local staff, if possible locally at the police station." In some districts it was found more convenient for the Subdivisional Officers to form the census divisions and to this there is no objection; in fact, if the District Census Officer is not relieved of all work that detains him at headquarters, it is very difficult for him to tour all over the district. The formation of census divisions should not be left to the thana officers unaided, though use should be made of their local knowledge: still less should it be left to clerks at headquarters, as was done in one or two cases in 1920.

10. According to the code the number of blocks in each mauza should first be finally settled and the blocks should then be grouped into circles, but the simplest method and the one that was generally adopted was to perform both these operations simultaneously with the aid of the census map, i.e. a thana map with the number of houses in each mauza marked upon it. The most convenient procedure would appear to be to take the police station jurisdiction or the chaukidari union as the starting point and to reckon how many houses are contained in it. From that the number of circles required can be calculated and dispositions can then be made accordingly. In addition to the map it is necessary to consult the Census Mauza Register in order to ascertain the number of houses in each tola and also either to conduct a local enquiry or consult persons with local knowledge in order to ascertain the relative position of the tolas, the existence of impassable water-courses, etc., all of which matters have to be considered in deciding the number of blocks in a mauza. At this stage it is only necessary to decide the number of blocks in each mauza: it is not necessary to delimit them finally. It is important to remember that the mauza is the unit of compilation for which figures are eventually to be given in the Village Table. The simplest way of explaining this is to insist that there must be at least one enumeration book for each mauza.

11. Instructions might be given in the code with regard to those cases in which a mauza lies partly inside and partly outside a municipality. At this census the part that lay outside was treated as a separate whole mauza and the part that lay inside was merged in the municipality.

12. The circles were on this occasion numbered serially by the charge instead of by the revenue thana. This appears to be the most convenient arrangement, but it should be accompanied by certain small changes in the headings of the slip copying and sorting forms.

13. The conscientious formation of census divisions in June and July is a tax on an officer's energy and it is work that, with the assistance of thana lists and maps, can easily be scamped. But, as these divisions are the framework of the whole of the subsequent operations, the expenditure of energy is amply repaid in the later stages.

14. In some places difficulty was felt in adapting the form of Circle List to urban conditions. As a special form of Census Mauza Register was provided for towns, it would have been well to have a separate form of Circle List also. All that is required is to substitute the following for the first six columns:—

1. Name and number of ward.
2. Name of each mahalla, street, or other municipal unit.
3. Serial number of each mahalla, etc., in Census Mauza Register.
4. Number of houses in each mahalla, etc.

15. One small point may be mentioned in connexion with the form of Circle List printed in article 7 of chapter III of the code. The name of the specimen mauza was given as Kaliganj but no tola of that name appears in

column 4. From this it was erroneously inferred by one officer that the parent tola should not be included in column 4, and a Circle List was prepared from which all the principal tolas were omitted. To avoid such misunderstandings in future, if the same illustration is retained, the name Majjia might be changed to Kaliganj.

16. In the Imperial Code, 1921, the Circle List was described as the Charge Register. In this province the name Circle List was retained on the ground of its familiarity. But there is always the risk of confusion (especially at the press) between the Circle List and Circle Register and for that reason the name "Charge Register" is preferable and should be adopted.

17. The usual difficulty was experienced and will probably be experienced again in calculating the number of Circle List forms required, nor can the number of forms supplied on the present occasion be taken as a guide at the next census because in many cases the register was written on manuscript forms and in other cases owing to many cuttings it became so untidy as to require rewriting on a fresh set of forms. Mr O'Malley suggested in his administrative volume that, as a separate line is required for each tola in the Circle List, the total number of tolas should be reported when the Census Manza Register is complete and that this, when some allowance is made for each circle beginning on a new page, would show roughly the number of forms required. This is probably the best means available of calculating the number of forms required but the reports regarding the number of tolas are apt to arrive when the demand for Circle Lists is already insistent and in some districts tolas are large and may each contain a number of blocks; in such cases one line for a tola is not sufficient for as many lines are required as there are blocks. As the Circle Lists of the last census are available in the district record rooms it would probably be best to ask District Census Officers to report their requirements after examining them.

18. The Abstract of the Circle List is a most important return and its punctual submission should be insisted on. The press is really the bottle neck of the earlier census operations and every effort should be made to pass the work smoothly through it. If the abstract is received late and shows largely increased requirements of forms the press, which has also to get through its ordinary work, is put to unnecessary trouble. The form of abstract used in 1920 could be improved. The unit in this form is the charge and it is therefore unnecessary to have a column for the average number of houses per charge; the actual number in each is already given in column 5. On the other hand it would be useful to know the average number of blocks per circle, and a column containing this information might therefore be substituted for column 10 in the form printed in chapter III article 8 of the code.

THE STAFF.

19. In the hierarchy of census officers in chapter I of the Code, no reference is made to the Subdivisional Officers, but it is most desirable that they should be held responsible for and take active part in the operations, if not in the preliminary stages, in any case during house-numbering and the subsequent stages. The District Census Officer cannot be in more than one place at a time and the authority of the Subdivisional Officer over the local census staff is usually greater than that of the District Census Officer. The respective duties assigned to these two classes of officers varied in the different districts and, provided the Subdivisional Officers—particularly of outlying subdivisions—are not relieved of their responsibility, there is no reason why the arrangement should be uniform.

20. The sub-inspectors of police in charge of the different police stations were as a general rule appointed charge superintendents in the rural areas and the Inspector-General of Police was requested to issue instructions that officers so appointed should not be transferred except when the exigencies of the public service required it. Nevertheless, in some districts transfers were not infrequent and proved a source of much embarrassment. The census

came at a busy time for the police and it was difficult to induce some of the sub-inspectors to devote much attention to it. But many of them worked very well and generally speaking they are certainly the most suitable class of officer to select for the purpose.

21. In towns it was usual to appoint gentlemen of local standing such as municipal commissioners. Some of these gentlemen threw themselves wholeheartedly into the work (the names of Babu Lokenath Misra of Puri and of Babu H. C. Basu of Monghyr. may be honourably mentioned in this connexion); but as a rule the towns were the most troublesome parts of the district to tackle. In Patna City for instance it was necessary to call in the assistance of the police at the last minute as there was a danger of the operations breaking down. The District Census Officer reports as follows :—

“ It was arranged to hold a meeting of the Charge Superintendents (municipal commissioners) in the middle of November to explain to them the urgency of the work and to ask them to begin the house numbering at once. Only two out of seven Charge Superintendents attended this meeting. When it was discovered that the non-official Charge Superintendents would not take any interest in the work they were replaced by police sub-inspectors. But it was represented by the police officers that on account of the non-co-operation movement, their confidential work had increased abnormally and so they could not do the census without the help of the non-official Charge Superintendents. The result was that both the police officers and municipal commissioners were kept as Charge Superintendents but none took the responsibility for the work and in case of delays and difficulties one blamed the other. Our situation therefore was very difficult. It was very difficult to control and take work from the non-officials on the one hand, while on the other the police would not take the whole responsibility on account of the alleged pressure of more important work in connection with non-co-operation. When it was found that the house numbering was too much delayed and the non-officials refused to budge an inch, the municipal dafadars were appointed assistant supervisors at the suggestion of the Vice-Chairman, simply to finish the house numbering. This work was therefore undertaken towards the end of December 1920, and was finished in January 1921. The revised abstract of the Circle List was submitted by the municipality in the beginning of February 1921. But the attitude of the people and our difficulties regarding the Charge Superintendents remained. The preliminary enumeration on plain paper was begun in the municipality in the middle of February. But towards the end it was found that the census in the City Municipality was likely to fail unless the police officers took a live interest in it. A strict order was then issued by the District Magistrate to all the sub-inspectors of police within the municipality making them responsible for the work and directing them to finish the work without fail by the 10th of March. Nevertheless it is but fair to add that it was in Khaiekalan ward alone that the work was carried on solely by non-officials from the beginning to end and it was in this ward that people had openly refused to work on grounds of non-co-operation. The success here was due to the tact and personal influence of Khan Bahadur Moinuddin and Babu Hiralal, both of whom did work at a great personal loss and to our entire satisfaction. The former had to engage a paid agency to supervise the work.” Patna City was probably the most troublesome place in the province to census, but the same difficulty was experienced in lesser degrees in other towns.

22. In the Jharia coalfield the Medical Officer to the Mines Board of Health was appointed Charge Superintendent. For the no-police tracts of the Santal Parganas, which comprise more than three-quarters of the district, it was necessary to find officers from departments other than the police: their work was specially difficult because most of them did not reside in their charges. Similar difficulties were experienced in the Kolhan Government Estate in Singhbhum.

23. The supervisors were to be “ chosen from men who are capable of understanding the instructions issued for their guidance and explaining them

to the enumerators and who can be relied on to perform their duties conscientiously and control the enumerators". When the time came for appointing census officers, the class from whom the supervisors are generally drawn had already been called upon by Government to put forth considerable and unaccustomed efforts in connexion with the preparation of the first electoral rolls under the reforms scheme. The non-co-operation cry was also becoming a popular one about the same time. It must be remembered that a census supervisor is liable to considerable worry for a period of several months, he is put to some expense in the purchase of paper, etc., and he may even be prosecuted if he is negligent in his duties. On the other hand there is little inducement to take up the work except a sense of public duty and a regard to one's position as the leading man in the village. In the circumstances it is not surprising that little enthusiasm was displayed in accepting the parwanas of appointment and that constant efforts were required to keep the supervisors up to the mark.

24. Similar remarks apply to the enumerators. It was not to be expected that the arrival of the parwanas would be hailed with joy and in fact attempts to evade accepting them were frequent. In most cases the issue of a notice calling upon the recusant party to show cause why he should not be prosecuted was sufficient, but in some cases people preferred to pay their fine rather than undertake the duties. Apart however from the question of unwillingness, difficulty was experienced in several parts of the province in finding a sufficient number of persons able to read and write well enough to be appointed enumerators. The following remarks are taken from the report of the Deputy Commissioner of Palamau :—"The knowledge of some of the enumerators did not really extend beyond the ability to sign their own names, and the majority were such as to be unable to write a sentence without assistance. In several instances the preliminary records had to be rewritten as they were illegible and unintelligible, and in many cases the enumerators had to go about from place to place in search of some one who could help them in writing the columns, which were too small for them to write in. The printed schedules showed, in many instances, that the enumerators were unable even to make a correct fair copy of the preliminary records which had been corrected by their Supervisors and Charge Superintendent." In other parts literate enumerators had to be drafted up into outlying circles. As this work was done gratuitously in every case except one (Khondmals Subdivision of Angul) it deserves a special mention.

25. Generally speaking the experience of this census has been that, if the staff can be made to take interest in the work they can and will do it surprisingly well, and that the degree of interest which they show depends very much on the interest shown by the superior staff. Unless the District Census Officer is active, the Charge Superintendents will be indifferent and, if the Charge Superintendents are indifferent, it is very difficult for the supervisors or enumerators to take interest. On the other hand if the work is approached in the right spirit, the staff are still quite prepared to be interested and even entertained. "It is amusing," writes the Additional Deputy Commissioner of Dhanbad, "to see the enumerators crowding round the checking officer's table, and roaring with laughter or shaking their heads gravely at the detection in another's schedule of some mistake of which they have probably themselves been found guilty a moment before. One of the neatest schedules I saw was written by a small boy who looked to be about 13 years of age. I think it is amazing that the enumerators as a whole should take so much trouble. When one watches an old rustic writing in some correction which has been ordered with infinite pain and labour one realises what an immense task it is to some to write up a long schedule. On the whole I imagine that the census is a welcome change from the monotony of village life". And indeed, in spite of all complaints of apathy and indifference, the fact remains that with a staff of 228,036 unpaid workers, the census could never be brought to a successful conclusion without the display of much good will and a desire to write the schedules correctly on the part of the staff. To quote again from the Deputy Commissioner of

Palamau "the work has been completed and judging from the class of men we had to deal with it, it has been done well. Mistakes there will be found undoubtedly, but there can be no question that this voluntary agency had to work and work hard, in some cases miles away from their homes, and a word of thanks is due to them all".

26. The price of paper had risen considerably since the last census and the expense of providing it for the preliminary record, which fell upon the local staff, was felt in a way in which it had not been felt before and was universally and keenly resented. From many districts it has been represented that expenditure on this account ought to be defrayed by Government, and I agree with this view. By defraying the cost of paper for the preliminary record, Government would not only be doing what may reasonably be expected of them but would be removing one of the chief obstacles to the success of the preliminary operations. An allotment might be made to each district sufficient to allow of the local purchase of a few sheets of cheap paper for each block.

27. Several officers have suggested that, now the difficulty of preparing the Census Mauza Register and the census maps has been reduced to a minimum, the preliminary stages of the census should be curtailed. It is urged that it is difficult to hold the attention of the staff for so long and that by the time the census night arrives they are all tired of the subject. In 1921 the census night was March 18th. The most important dates in connexion with the preliminary arrangements were as follows:—

June 1st, 1920.—Census Mauza Register to be completed.

July 15th, 1920.—Circle List to be completed.

July 31st, 1920.—Abstract of Circle List to be sent to Superintendent.

September 15th, 1920.—Issue of parwanas to supervisors and enumerators to be completed.

October 15th, 1920.—House numbering to begin.

November 30th, 1920.—Revised abstract of Circle List to be sent to Superintendent.

February 10th, 1921.—Preliminary enumeration to begin.

In considering whether it would be possible to curtail the period covered by these operations, the first factor to be considered is the press. As soon as paper is available and the forms have been revised the press can begin printing the bulk of the principal forms: it is consequently not so much affected by the date of the receipt of the first edition of the Circle List abstract as might have been supposed. The most important date from the point of view of the press is the date of the receipt of the revised abstract when the final demands for the principal forms are known and this depends in turn on the date of house numbering. As already stated house numbering in 1920 showed that there were nearly 786,000 more houses than had originally been reported. This involved the printing of some four lakhs of extra schedules apart from other forms, and it is a contingency that must always be reckoned with. These forms are to be despatched by goods train and they should be sent in time to be distributed to the outlying charges before the preliminary enumeration begins. In 1921 the preliminary enumeration began on February 10th. I consider that November 30th is the latest date that could reasonably have been fixed for the receipt of the revised abstract. Working backwards from that date some days had to be allowed for preparing the abstract after house numbering; a month had to be allowed for house numbering itself and the staff must be appointed before that begins. It was reported from various districts that until they received the parwanas the census officers designate could not be induced to work, and it must also be remembered that time is required for dealing with the unwilling and finally settling the staff. As house numbering was to begin on October 15th, September 15th was a reasonable date to fix as the latest date for the issue of parwanas. As regards the Census Mauza Register and Circle List it would be doubtful wisdom to curtail the period allowed for their preparation. An experienced officer could prepare a satisfactory circle list at the first attempt

in less time, but the number of extra forms indented for for rewriting Census Mauza Registers and Circle Lists shows that generally speaking these registers had to be freely revised and this required time. The same consideration militates against the suggestion that the Circle List should be prepared after house numbering. The case of Puri may be cited in this connexion, where the first attempt at the preparation of the census registers was not a success. If this breakdown had occurred after house numbering it is difficult to see how the census could have been carried out at all. In my opinion therefore it would be a mistake to curtail the general scheme of census operations which has been followed on this and previous occasions and which allows time for such mistakes to be retrieved.

HOUSE NUMBERING.

28. House numbering was to be completed in the month of October 15th--November 15th, except in Bihar, where the custom of plastering houses at the Diwali has the effect of obliterating the numbers and where it was therefore provided that the house numbering should begin on November 13 after that festival was over. In some of the Bihar districts the District Census Officers were able to begin on the proper date and this should be encouraged because it expedites the return of the revised abstract. "From my experience as a census officer in the district" says the District Census Officer of Patna, "I think it is unnecessary to fix a later date. There is no doubt that the Diwali festival is observed universally, and the custom of whitewashing and plastering the house is observed universally, but people have not got the slightest objection to painting numbers on their houses before the whitewashing and readily agree not to obliterate these numbers at the time of whitewashing".

29. The substance used for house numbering was ordinarily *geru* which is regarded as lucky, but in towns and railway premises coal-tar, paint and chalk were also used. In municipalities the cost was in many cases defrayed by the municipal commissioners, but elsewhere the cost, which was very slight, was defrayed by the staff. No objection was raised to this except in Patna district where the report speaks of "a tough fight" with the enumerators. In some parts of Orissa the numbers were painted on a specially prepared white background and the general effect was distinctly decorative.

30. No difficulty was experienced in explaining to the staff that the census "house" is the commensal family or *chulha*. Various jingling sayings have been devised which express this fact in a brief form and these the staff easily understand and remember. The rule is not however always easy to apply. Exception (vi) in article 1 of chapter III of the code was inserted to meet a difficulty experienced in 1911 in the Patna Division. Amongst the Paharias in the Santal Parganas there is a custom whereby the married sons and their families live separately but go to the father's hut for meals. It was decided that in such cases the sons' huts should be treated as separate census houses although the family did not mess there. From Morarpur it was reported that deliberate mistakes in house numbering were detected because "some people were under the impression that the treatment of the same building as two or more houses for census purposes will bring on separate *chaukidari* assessments". In Patna City where special statistics of density of population were to have been compiled it was necessary also to ascertain the number of structural houses. In consultation with the District Officer it was decided that the best way of counting the separate structural units was to count the main entrances ("*sadar darwaza*") thereby following more or less closely the Scotch practice where the house is defined as "every dwelling (1) with a distinct outside entrance, from a street, court, lane, road, etc., or (2) with a door opening directly into a common stair or passage". The work however was so badly done that it was decided to abandon the compilation of these tables.

31. The usual discussion arose as to whether the house numbering should be done by the mauza, the tola or the block. The instructions in the

Code were that the numbering should be done by the mauza unless the District Officer directed otherwise. Supplementary instructions were subsequently issued to the effect that if the numbering was done by the tola, care should be taken to ensure that there were not two series of numbers in one block: for instance, in the case of a block consisting of two small tolas, there should be a single series of numbers for the two tolas and not one for each. This rule however is somewhat difficult to understand and explain to the staff. Where the mauza is of a suitable size it is the best unit for house numbering and it would be well to leave the rule in the Code (chapter IV, article 2) as it stands. In some districts the tola-war serial is generally suitable, but cases are always liable to occur in which the difficulty explained above of more than one tola being included in a single block will arise. On the whole therefore, if the mauza-war numbering is not adopted, the block-war series is to be preferred, but it is necessary to paint the number of the block also on the houses to prevent confusion arising from houses with the same number being found in close juxtaposition. Under this system also rearrangement of blocks means renumbering of houses.

32. The Block List and the House List are separately defined in chapter I of the Code. According to article 3 of chapter IV the house lists are to be written up during house numbering while the block lists are according to article 4 of the following chapter, to be copied out by the enumerators from the house lists before they start the preliminary enumeration. The two forms are identical, and Mr. O'Malley recommended that they should both be called house lists and that the enumerators should be instructed to make copies of the house lists; the definition of block list could then be omitted. The District Census Officer of Patna reported that he had difficulty in making the staff understand that the same form should be used for two purposes. His suggestion is a double heading thus:

Supervisor's House List
Enumerator's Block List

 I prefer this suggestion. It may be noted that as the house list is not required when once the block lists are written up, it is unnecessary to make fair copies on printed forms of manuscript versions of the house list, if prepared: house lists on manuscript forms are quite good enough for the purpose. This may result in some saving of forms. A certain economy is also effected by the two sides of the form being printed opposite ways because the forms can then be cut in half for small blocks. It has been suggested in some quarters that where the house numbering is done by the block the house list should be used as the block list and that the form should only be written up once. This would in my opinion be a mistake; the supervisor should have a copy of the list as well as the enumerator.

33. Article 7 of chapter IV directs the Charge Superintendent after house numbering to correct his Circle List according to the final arrangement of blocks and to send a revised abstract to the district officer. This is not enough for the headquarters copy of the Circle List must also be corrected. It is against this copy that the enumeration books are checked after the census and it is necessary that it should be correct.

THE TRAINING OF THE STAFF.

34. The code clearly explains how the staff should be trained. There are four main principles to observe, namely—

- (1) No one should start giving instructions till he has himself been instructed: in other words all instructions should filter down from the District Census Officer.
- (2) Regular classes should be held at fixed times and places.
- (3) In fixing the times and places the Charge Superintendents should as far as possible meet the convenience of the supervisors, and the supervisors in their turn should meet that of the enumerators.
- (4) The instructions should not take the form of lectures but of practical lessons in filling up schedules.

These principles are laid down in the Code and do not need further explanation. One or two officers suggested that Appendix III (list of

mistakes commonly made) should be translated into the vernacular and distributed to circle supervisors; this is a good suggestion. On the other hand I do not support the suggestion that a special set of rules should be prepared for Charge Superintendents, who should be quite able to understand the Code himself. The trouble with the Charge Superintendents is not that they cannot but that they will not read the Code. In pursuance of a suggestion of Mr. O'Malley's copies of the back page of the cover containing the specimen schedule were printed off on cheap paper and distributed to all enumerators on appointment. This is said to have proved useful, and, if the cost of paper is not prohibitive, it might be repeated.

35. As usual the greatest difficulty was felt in teaching the staff the correct way of filling up the occupation columns of the schedule (columns 9, 10 and 11). In fact such was the difficulty that some officers are still in favour of omitting column 10 (subsidiary occupation) or column 11 (for dependants the occupation of their supporters) or both. I cannot help thinking that this would be a mistake. Enumerators and enumerated are generally getting accustomed to the questions in the schedule and it would be a pity to strike out columns which contain such valuable information.

36. One small alteration was made in the instructions regarding entries relating to agriculturists which it is hoped saved the staff a good deal of difficulty. In the occupation tables agriculturists are divided into "rent receivers" and "rent payers", terms which can only be translated by such clumsy phrases as *legan or malguzari lenewala* and *denewala* which are alien to the people's ideas. Much time for instance was expended in 1911 in explaining to enquiring enumerators how anybody could make a living by paying rent. Moreover the terms are misleading for the groups they designate would be more accurately described as "persons living on the rent of agricultural land" and "persons living by cultivation". It is by no means obvious to an enumerator why a man who cultivates his own land without paying rent should be classified as a "rent payer". These terms therefore were eliminated from the instructions and the schedules and the staff were instructed to use such terms in describing the occupation of agriculturists as would leave no doubt as to whether they actually cultivated the land themselves or lived on rent derived from it.

37. Other columns also had their difficulties. To decide where Animism ends and Hinduism begins is never an easy task, nor is it always easy to ascertain the true caste or the district of birth. "Not to speak of enumerators," says the Deputy Commissioner of Palamau, "many of the supervisors find it difficult to understand what a province is and, what would seem stranger still, some of those who belonged to the United Provinces of Agra and Oudh did not know the name of their own province". Sometimes the enumerators indulged their sense of humour; in Cuttack one enumerator "entered the name of a village goddess as a person in column 3 and naively filled in column 4 (religion) as Hindu, column 5 (sex) as female, column 6 (civil condition) as married and column 7 (age) as 10,000 years of age, and quite humourously showed acceptance of 'bhog' or offerings as occupation in column 9."

THE PRELIMINARY ENUMERATION.

38. In rural areas the preliminary enumeration was to begin on February 10th and end on March 1st; for towns the dates fixed were February 20th and March 10th. In Balasore district owing to the extended training given to the enumerators in schedule writing an almost complete preliminary record on rough paper was ready sometime before the date fixed, and in the Damin-i-koh in the Santal Parganas and other similar places, where the enumerators were more or less illiterate and most of the schedule writing had to be done by the supervisors, it was found convenient to begin the preliminary enumeration at an earlier date. Fortunately, wherever this was the case the population was more or less stationary, so

that but few changes were required in the schedules at the final census although they had been written up several weeks before. On the other hand in places like Jamshedpur and the coalfield it was found necessary to postpone the dates for preliminary enumeration till after the dates prescribed in the Code. Jamshedpur always contains a large and fluctuating population of unskilled labourers and at the time of the census this population happened to have reached unusual dimensions owing to an influx of coolies from Chhattisgarh in the Central Provinces where scarcity prevailed. In this town therefore the preliminary enumeration started late and continued down to March 14th. As regards the coalfield, where the labour comes and goes and only a very small portion of it is resident, the Additional Deputy Commissioner of Dhanbad, Mr. Hoernle, records that "in one case a manager who had a complete record made only four days before the census found the changes so numerous that he had to treat his schedule copies as a draft and to make his staff rewrite fair copies on the day succeeding the census". In certain cases, as for instance at railway stations or fairs, preliminary enumeration is not possible at all. For these places specially intelligent enumerators are required. The preparation of the preliminary record in the tals in Patna and Monghyr districts is dealt with below in paragraph 48.

THE FINAL CENSUS.

39. The final census took place on the night of March 18th, when the enumerators went round and brought the preliminary record up to date. The general rule is that where a man sleeps for the night there he is enumerated. In the rural areas this is a simple rule, but some difficulty arises in towns, mines, factories, railway premises and other places where people work at nights, because they have to be enumerated in their homes even though they are not there when the enumerator comes round. The difficulty was particularly felt in the coalfield. The smallest mines do not employ a night shift, and some of the medium sized concerns agreed not to do so on the night of the census. But in all the bigger concerns special arrangements were necessary, as will be explained presently.

40. On the morning after the census, and in some cases on the night of the census itself, the staff set to work to add up the figures, which as soon as they were ready were despatched to subdivisional headquarters. District Census Officers had been requested to prepare a regular chart and time-table up to which the staff would have to work and this system proved very successful. The figures were sent in by all kinds of conveyances—in some cases by relays of runners, in others by boat, bicycle, horse, train or motor car. An acknowledgment is due to those gentlemen who lent motor cars for the occasion. In the Jharia coalfield a telephone was available and proved useful.

41. The figures from Balasore were first to reach me, on the evening of March 19th. This is specially gratifying because Balasore has established a reputation for always being first on these occasions and because the District Census Officer of Balasore was the only Sub-Deputy Collector in the province employed in that capacity. The Bhagalpur figures also arrived the same evening. This also was a very creditable performance for the district contains a population of over two millions and is cut in half by the Ganges which can only be crossed by boat. Mayurbhanj State also deserves a special mention: the figures of this State, which is the largest in the province with a population of over three-quarters of million and an area of over 4,000 square miles consisting largely of hill and deep jungle, arrived on March 20th.

42. Apart from a slight confusion in connexion with the railway population of the Chota Nagpur States which, though censused under the directions of the District Census Officer of Singhbhum, was to be included in the State figures—a confusion which was rectified before the figures for other districts were complete—the arrangements worked without a hitch.

The last figures were telegraphed to the Census Commissioner and Provincial Superintendent on March 23rd, *i.e.*, on the fifth day after the census. The difference between the provisional and final figures was less than 3,000.

43. In the Santal Parganas a rehearsal took place on the 12th of March. Although the rehearsal itself was not a success the District Census Officer attributes to it the success of the arrangements on March 19th. In Bhagalpur a rehearsal took place on February 25th. The District Census Officer arranged this with a twofold object "to know the weak link in the chain and then to try and remove it, and secondly to get a substantially true figure in case some of the census staff at the last moment non-co-operated in pursuance of the mischievous propaganda which was then in full swing". Both District Census Officers think that the experiment was so successful that it should be made a part of the regular procedure.

44. The census was conducted synchronously throughout the province except in those tracts where, owing either to the presence of wild animals, the inaccessible nature of the country or the scarcity of enumerators, it was impossible to arrange for this to be done. In the British districts these tracts were as follows :—

1. *Shahabad*.—An area in the Kaimur hills consisting of 23 villages in police station Adhaura in the Bhabhua subdivision and 23 villages in police stations Sassaram, Rohtas and Chunari in the Sassaram subdivision. These villages are scattered and difficult of access, particularly as the enumerators were generally imported.

2. *Bhagalpur*.—Two circles in police station Katoria in the Banka subdivision where a man-eating tiger had recently been causing damage.

3. *Santal Parganas*.—The whole or part of 24 bungalows in the Dumka, Godda and Pakaur Damins and the Paharia hills in the Rajmahal subdivision.

4. *Cuttack*.—Two circles in Banki police station, where the people would not move about at night for fear of wild animals.

5. *Angul*.—The whole of the Khondmals subdivision.

6. *Puri*.—The Banpur Mals in the Khurda subdivision which are infested with tigers and other wild animals.

7. *Singhbhum*.—A number of villages in police stations Ghatsila, Swaspur and Chakradharpur and in Latua Pir in the Kolhan where owing to the jungle and the wild animals it was not possible to move about at nights.

The "non-synchronous" area was considerably reduced in comparison with 1911. In the Khondmals subdivision where the enumerators were imported and paid for their work, the final checking of the record was spread over three days. Elsewhere the enumeration was completed on the usual lines before dark on March 18th. In the Santal Parganas elaborate arrangements were made to put a cordon round the non-synchronous area in order to prevent people being enumerated for a second time by crossing into the synchronous area before night-fall. But this proved unnecessary as the Santals and Paharias of the non-synchronous area understood what was required of them and stayed at home. The reason for not reducing the non-synchronous area more drastically was that it is clearly better to take the risk of a few double enumerations than that of having the whole final enumeration scamped by insisting on a night count in these difficult areas.

45. For the enumeration of Europeans and Anglo-Indians a special form of schedule called the "Household Schedule" is prescribed which is filled in by the householder himself. In England and Wales the whole census is taken by means of schedules filled up by the householder and the result is not altogether satisfactory, in fact the Registrar General in his report on the 1911 census of England and Wales recommends that the system should be abandoned in favour of the Indian one. It is curious how difficult it is for

any one to fill up a form with which he is not familiar. On the morning of March 19th I spent quite a long time at the telephone correcting mistakes in the household schedules collected in the new capital at Patna, most of which had been filled up by officials who might have been expected to have an acquired facility in dealing with forms. The advice therefore that these schedules should be used as sparingly as possible is very sound. Where large colonies of Europeans or Anglo-Indians are found, European or Anglo-Indian enumerators should be employed. Moreover, if this was the established practice, Indian gentlemen would not feel that they were receiving differential treatment when they are enumerated on general schedules. A good example might be set by all District Officers having themselves and their families enumerated on general schedules.

SPECIAL ARRANGEMENTS.

46. Plague did not give rise to such difficulties on the final night as at one time appeared likely, but it caused trouble in the Aurangabad and Daudnagar municipalities in Gaya district, in Muzaffarpur municipality, in Monghyr district and in particular in the Sahebganj municipality in the Santal Parganās. Aurangabad and Daudnagar are small towns and successful arrangements were made locally for meeting the difficulty. In Muzaffarpur no special blocks were necessary as the residents of the infected areas either left the town altogether or moved into other mahallas. In Monghyr the plague was more felt in rural areas but, as the temporary huts into which the villagers moved when they evacuated their houses were erected close by, no special difficulty occurred. As regards Sahebganj, the Subdivisional Officer, Mr. Robertson, writes as follows—"On March 18th I was at Sahebganj where an unexpected and serious difficulty confronted us. Shortly after the preliminary enumeration was complete there was a virulent outbreak of plague in the town, with the result that nearly half the population left their houses and went away elsewhere. Those who belonged to other districts went back to their home districts, while permanent residents encamped in fields within the town or in adjacent diara villages. One enumerator died of plague and half a dozen fell ill and ran away. Their places had to be filled by others and the Vice-Chairman, Babu Khusiāl, who was Charge Superintendent, was very useful in this respect. In consultation with the Sub-Inspector and Charge Superintendent of Sahebganj thana, it was arranged that people who had temporarily left their houses and were in adjoining diara villages, should come back to their houses for the purpose of final enumeration or at least the head of the family should do so. Those who so returned and were finally enumerated in the town were given tickets showing they had been enumerated so that they would not be enumerated a second time when they returned to their temporary abodes. The people responded readily to this appeal of mine. In order to accommodate them, I allowed the census of Sahebganj to begin at 6 P.M. instead of 7 P.M. to enable the people to return to their huts before it was very late. The Charge Superintendent and I drove through all parts of the town while enumeration was going on. The names of those who did not turn up were cut out and they were freshly enumerated where they had removed to."

47. Special arrangements are necessary for enumerating the large body of migratory labourers who come at this time of year to cut the *rabi* crops in the tals in Patna and Monghyr districts. About 15,000 coolies come annually to cut the crops in the Mokāmeh Tal in Patna District. They come as soon as the *rabi* is ripe and they stay for about a month, living in the open. At sunset they collect near wells or under big trees where they can spend the night in comfort. A special Charge Superintendent was appointed for the whole of the tal and 10 centres were selected where the coolies would be likely to gather at nights. Each of these was placed under a supervisor assisted by a staff of enumerators. As the coolies are constantly on the move preliminary enumeration was to be dispensed with and, as it is difficult to move about in

the tal at night, it was arranged that the final enumeration would take place in the late afternoon, the employers of the coolies being requested to rally them at the selected centres by 4 o'clock. However, by the census night the coolies had finished their work and gone away, and the tal was deserted. In Monghyr the tals lie in the Lakhisarai, Sheikhpura and Surajgarha thanas and cover an area of some 75 square miles. The supervision of the census in these tals was left to the police Charge Superintendents, except in the case of the largest of the Lakhisarai tals where a junior Sub-Inspector was specially deputed. A twelfth hour numbering of the houses and preliminary enumeration were found possible here. The house numbering lasted from March 6th to March 17th and the preliminary enumeration from March 14th to March 17th. The staff needed specially careful training as there was no time to prepare a first draft of the record on plain paper.

48. In 1911 the railway census was, in theory at least, conducted by the railway authorities. In 1921 a change was made in the system and the railway census was made a part of the general district census, the railway authorities co-operating to the extent of selecting their employes for appointment as census officers. This was in every way a more satisfactory arrangement and it will no doubt be repeated on future occasions.

The railway census falls into three parts, *viz.* :—

- (i) the enumeration of the persons residing on the railway premises;
- (ii) platform enumeration, of passengers getting into or out of trains;
- and
- (iii) train enumeration, of passengers in trains.

As regards (i) the railway premises were formed into charges, circles or blocks or even included in adjacent blocks according to their size and so merged into the general district organization. It is not necessary to insist that every station shall be formed into a circle as is suggested in rule 5 of Appendix VII of the Code. The census of these premises is conducted in the usual manner, but it is specially important here to see that the enumerators understand the rule about enumerating at home persons out at work on the line. Generally speaking the station master was put in charge of his station either as supervisor or enumerator.

(ii) Platform enumeration is effected when the intending passenger comes to take his ticket or as he gets out of the train. The Code should direct that the platform enumerators should continue their work till 6 A.M., because until the time of train enumeration, there is always a change of passengers who have not been enumerated alighting and reaching their homes too late to be enumerated there. If therefore they are not caught on the platform they will escape altogether. Neither platform nor train enumeration allow of previous enumeration so the enumerators have to be carefully trained.

(iii) Train enumeration takes place at about 6 A.M. but, in order to avoid delay when the halt occurs, the enumerators should be put on the train some hours beforehand and told to enumerate as many passengers as they can before the halt is made. Also, if arrangements have been universally made to continue the platform enumeration up to 6 A.M. they can be told to confine their attention to passengers to the station when the halt is to be made or to stations beyond it. It is convenient to select for final enumeration either a station at which the train does not usually stop or one where few passengers will be alighting and to lock all doors at the previous stop.

49. At previous censuses all passengers enumerated on the platform or in trains were given passes. On this occasion the system of endorsing railway tickets was also introduced and proved a general success. If it is done again, it must be remembered that travellers' tickets are still required for alighting passengers whose railway tickets are collected at the stations and who must be given some token of enumeration. The Superintendents of Census Operations of neighbouring provinces also require due warning. It is unnecessary to provide rubber stamps with the word "censused". These

stamps are a considerable expense and it is really just as easy for the enumerator to write the word "censused" with the initials and date as it is to produce the stamp and ink-pad and use them. It is advisable for the District Census Officers to get into touch with the local railway officials at an early stage: if the superior officers show an interest, the trouble of dealing with their subordinates, whose attitude is usually one of indifference, is greatly reduced. One or two of the Traffic Superintendents, acting on the tradition of previous censuses, issued instructions to their subordinates on their own account. This is undesirable because in that case the railway census staff do not know to whom to look for orders. Generally speaking all that is required of these officers is that they should select the required census officers from among their subordinates and keep them up to the mark when they have been appointed. It is also of course necessary to settle in communication with them at what stations the train enumeration will be effected.

50. A special difficulty arose in connection with the census of the Bengal-Nagpur Railway where it passes through the States of Seraikela, Kharsawan, Bamra and Gangpur. Technically speaking the railway line and premises are part of British India and the Political Agent therefore pointed out that the State officials had no authority there and could not be expected to conduct the census. After some correspondence it was therefore arranged that the District Census Officers of Singhbhum and Sambalpur, to which technically speaking these portions of the line appertain, should make arrangements for the census of the line from Seraikela to Rajgangpur and from Sonakhan to Daghora respectively, but that the enumeration books of those portions of the line which lay in the States should be handed over to the State authorities on the morning after the census. The States however subsequently undertook to enumerate the gang huts, etc., outside distant signals which it was very simple to include in the adjacent blocks. Similar arrangements were made with regard to the Tatanagar-Gurumahasini line in Mayurbhanj, the census of which was under the charge of the District Census Officer of Singhbhum. On the other hand jurisdiction has not been ceded by Mayurbhanj State over the Rupsa-Baripada line and the census of this line was therefore left to the State authorities.

51. The census of inland steamers in the province caused little trouble. For this purpose the province falls into two parts, the "Main Ganges Line"

INLAND STEAMERS.

from the Bengal boundary westwards to Digha and the "Feeder Line" from Digha upwards. The headquarters of the former are at Goalundo in Bengal and the Superintendent of Census Operations, Bengal, kindly arranged to supply forms and train the staff of all steamers on this line: the only step necessary with regard to it was therefore to ascertain the likely halting places and have the enumerators of those places warned to collect the enumeration books of any steamers that called there on the morning of March 19th. At Digha is stationed a joint agent of the India General Navigation Company and the Rivers Steam Navigation Company which between them account for all the inland steamers, other than ferry steamers, that ply on these waters. Arrangements were accordingly made by the District Census Officer of Patna with the joint agent at Digha for the census of any boats that were running on the Feeder Line on the census night. In this case also the enumerators of the ghats at which the steamers were likely to call on the morning of March 19th had to be informed.

52. Arrangements have also to be made for enumerating the persons in the country boats that ply up and down the larger rivers. The Ganges is probably the only river on which these boats do not tie up at nights and even there it is the exception for boats to continue on their way throughout the twenty-four hours. Patrol stations were however arranged along the river at points agreed upon between the District Census Officers concerned. Chapter VII, article 7 of the Code directs that these stations should be at intervals of 80 to 100 miles. By reducing this distance to 20 to 30 miles it was possible to withdraw the patrol boats sooner than would otherwise have been the case.

53. Appendix VII provides a special procedure for the census of plantations, mines and factories. This appendix was applied to the "subsidiaries" at Jamshedpur, i.e. independent establishments which are springing up on the edge of the town with a view to utilizing the by-products of the Tata Iron and Steel Works. It was not applied to the Tata Iron and Steel Works themselves because the population employed there is so great that it was thought best to treat it as a town, but it was of course necessary to appoint a large number of Messrs. Tata's employés as census officers and thanks are due to the firm for the ready way in which they gave assistance in this and other matters.

APPENDIX VII.

54. This special procedure was also adopted on a large scale in the Jharia coal-field, but as the result of the experience of this census I am of opinion that this was a mistake. It was not possible to leave the census of this difficult area to the managers as the appendix contemplates; as a matter of fact, Dr. Thompson, who was appointed Charge Superintendent of the coal-field and various other officials of the Mines Board of Health took the whole burden on their shoulders. As this responsibility was not transferred to the managers, the application of Appendix VII was nominal and its only practical result was the supply of the special forms required by that appendix when the general forms would have done equally well.

THE COAL-FIELD.

55. There were two grievances in this area which led to delay in starting the operations. The first was that Government did not supply paper for the rough drafts; this matter has already been referred to in paragraph 26. The second was that the *dhauras* had to be renumbered. These *dhauras* are already arranged in "blocks" which are usually denoted by letters of the alphabet. There should be no great difficulty in devising a system of house numbering for the collieries which would allow of the colliery numbers being used in the house list. Care would have to be taken that the use of the word "block" in two senses did not lead to confusion.

56. Special arrangements were required to ensure that the miners who were working underground on the night of the census did not escape enumeration. For this purpose the munshis, who record the names of the miners as they proceed underground, were instructed also to record for each miner proceeding underground on the census night the information required for filling up the columns of the general schedule. Meanwhile the enumerators who were visiting the *dhauras* made a pencil mark against the name of every absentee whose name had been recorded at the preliminary enumeration and who was said to be underground. On the morning after the census the munshis and the enumerators met; and the names of those who had been underground were left (or added) in the schedules, while the names of absentees who had not been underground were struck out.

57. There was only one small cantonment to be censused in Bihar and Orissa, namely that at Dinapur. Arrangements had to be made to census a battalion of Northumberland Fusiliers and the depôt of the 89th Punjabis. The Northumberland Fusiliers arrived shortly before the census, replacing a Machine Gun Battalion, and the Cantonment Magistrate also was a newcomer. The determination of the purely military area required by rule 3 of the Cantonment Census rules is not very easy at Dinapur where small blocks of a purely military character seem to be scattered about in areas which are less purely military. As the census of the former was left to the military authorities and that of the latter to a local Muhammadan gentleman with no military standing friction was bound to and did arise. Unfortunately during the preliminary stages there was no Cantonment Magistrate who could take charge of the whole and co-ordinate the work in the two areas. With the arrival of that officer things straightened themselves out and no difficulty was reported to have occurred at the final census. It would be better in future, if there is no objection from the military point of view, to place the Cantonment Magistrate in charge of the census of the whole cantonment.

CANTONMENTS.

58. The only place where special arrangements had to be made to cope with the influx of pilgrims was Puri where the Dol Jatra festival was celebrated a few days after the census. "Special arrangements were necessary for lodging house enumeration and for enumeration of travellers on the pilgrim road from Cuttack to Puri. The bigger lodging houses and dharmasalas were made into separate blocks within the ordinary blocks and a separate staff consisting mostly of clerks from Government and local offices was employed for enumeration. The arrangement worked quite smoothly. On the pilgrim road enumeration posts were fixed at an average of six miles apart and patrols passed between the posts in order to ensure that no pilgrims camping on the road-side were omitted. Passes were issued to avoid double enumeration. The word "jatri" was entered by the enumerators in Puri municipality against the names of all pilgrims.

PILGRIMS.

FORMS.

59. For use in Bihar and Orissa the census forms have to be printed in four different languages—Hindi, Oriya, Bengali and English. Some of the Bengali forms were obtained from the Superintendent of Census Operations, Bengal, who was supplied in return with such Hindi forms as he asked for, but as the instructions issued in Bengal were not identical in all respects with those issued in this province, special Bengali translations had also to be made. A great deal of trouble was expended in making simple and intelligible translations of the English instructions, as the translations made by the Government Translators were not entirely suitable and had to be considerably revised in my office. In connexion with the Hindi forms I received much help from my head clerk, Babu Gurucharan Lal, and in connexion with the Oriya and Bengali forms various Oriya and Bengali clerks in the Patna Secretariat kindly assisted. The final authority on the Oriya versions was Babu Raidyanath Misra, District Census Officer of Cuttack. Judging from the few criticisms received it may be claimed that the translations proved generally suitable.

60. Different specimen schedules were prepared for the Hindi, Bengali and Oriya covers: three different specimen schedules being printed on the Hindi covers, one for Bihar, one for Chota Nagpur and one for the Santal Parganas. A small point should be mentioned in connexion with the Santal Parganas schedule: the language of the Mal Paharias should in accordance with Appendix V of the Code have been given as Mal Paharia instead of Bengali. The District Census Officer complained with reference to the Bengali schedule that Santals were shown as Hindus in column 4 (religion) and that he and the district staff were put to much trouble in counteracting the "mistake". There was no mistake for Santals may be Hindus or Animists, but it would perhaps be advisable to use the word "Santal" in column 4 of the special Hindi schedule.

61. The Additional Deputy Commissioner of Dhanbad pointed out a discrepancy between the Bengali and the other versions of the instructions for enumerators which are printed on the covers. The other versions stated that if there was no subsidiary occupation (column 10) the column should be left blank: the Bengali version directed that the word "Nai" should be written. The Bengali version should be brought into conformity with the others. The same officer pointed out that the prescribed heading for column 14 (*viz.* "whether literate or illiterate") is a direct invitation to the enumerator to describe illiterate persons as "illiterate" whereas in their case the column should be left blank. He suggests "if literate write 'literate,'" and that column 15 (*viz.* "whether literate in English") should be similarly treated. One or two suggestions were received with regard to the perennial problem of making the intention of the occupation columns clearer, but as I prefer the translation used on this occasion I do not think it necessary to reproduce them here. Several officers suggested that in order to facilitate rapid counting when provisional totals are being struck, column 5 (Sex) should be divided into two for males and females separately. I hardly think this is

necessary. If the words *marā* and *aurat* are clearly written there should be very little delay in counting. It was also suggested that the form of traveller's ticket, which is the general form of pass issued in token of enumeration, should be further simplified. This might be done with advantage.

62. The distribution of forms was a cause of much anxiety. The great bulk of the forms were printed at the Gaya Jail Press, but some of them were printed at Gulzarbagh. Paper was not only very expensive but very difficult to obtain, and the provincial supply was received in batches at such long intervals that printing had to stop altogether on more than one occasion, the last stop occurring at the most critical time in December and lasting for a fortnight. Finally, just after Christmas, a strike occurred in the paper mills and this caused a further delay in the delivery of the last batch. The Controller of Printing, Stationery and Stamps came to the rescue and provided 125 reams of paper which were sent up by passenger train to Gaya at great expense. But as the result of all these delays one-quarter of the total provincial supply of paper was not received till the end of the first week of January. The fact that District Census Officers were unanimous in saying that the work did not suffer through the late supply of the forms speaks very highly for Mr. Mackenzie and the Gaya Jail Press.

DISTRIBUTION OF FORMS.

63. The number of forms issued was calculated on the principles laid down in the Imperial Code and a register was maintained showing the number of the different kinds of forms issued to all districts, subdivisions and States, which may prove useful for reference in 1930. In particular it may prove useful in showing the proportions of the forms supplied in different languages to the Santal Parganas, Manbhum, Singhbhum, and the Chota Nagpur States. Statement II at the end of this chapter shows the number of principal forms supplied and used in each district.

ATTITUDE OF THE PEOPLE.

✓ 64. The attitude of the people is described with almost monotonous regularity as one of "indifference". Particularly in Bihar however the idea is still widely spread that a counting of the people will be followed by trouble of some kind, probably in the form of an outbreak of epidemic disease. "The illiterate and ignorant," says the District Census Officer of Patna, "viewed it (the census) with suspicion and believed that the counting of heads has always been followed by some sort of epidemic. Even in this age it is possible to find men who think that the chief aim of the Government in taking the census is to find out the number of the population with the object of reducing it by artificial means, in case there has been any increase. I have come across cases in which females would not give the names of their only sons, and made all sorts of entreaties to the enumerator to leave their only issue. More advanced people think that the census is a stage preliminary to increasing the taxes or levying new ones. The educated community takes no interest in it, as they dislike any work or trouble and they attach no importance to the results arrived at after the census." In the Santal Parganas the census used to be regarded with the gravest misgivings: in 1881 it nearly led to a rebellion; at subsequent censuses, when the first feelings of alarm had subsided, the aboriginal peoples in that district showed the greatest curiosity and anxiety to get themselves recorded. But their attitude in 1921 was reported to be "one of apathy and indifference mingled with a cheerful toleration of the 'Sirkar's' decennial freak of numbering the people. The Santals and Paharias did not seem to take the same interest in getting themselves counted as they are reported to have done at the previous census. This is probably due to the fact that they have learnt from their past experience of three censuses that they derive no benefit from it". The census in fact is now a recognized institution, and the enemy is not opposition but indifference.

65. As the census shows a decrease in the total population of the province for the first time since 1872, when the first regular census was taken, it has

been suggested that this may have been due in part at least to the effects of the non-co-operation campaign which had reached its climax about the time of the census. A few days before the census Mr. Gandhi published a notice to the effect that he was clear that it was the duty of Indians to co-operate with the Government in the matter of the census, but certainly as far as this province was concerned the notice was published too late to produce any effect. This notice however finally proved what had already become clear, namely that opposition to the census was not organized and not a part of the non-co-operation programme. The only threat of formal opposition came from the Jharia coal-field, but there also it came to nothing.

66. The evil effects of non-co-operation were therefore to be looked for either in a deliberate refusal on the part of the individual members of the public to answer the questions put to them or in a refusal to work or a deliberate attempt to wreck the census on the part of individual members of the staff. As regards the general public it may be said at once that there was no widespread refusal to answer the questions. The possibility of a public "strike" on the census night was actually suggested and such steps as were possible were taken to discount it, but it never really amounted to an instant danger. There are questions, such as those relating to infirmities, that the public are always unwilling to answer correctly, but there is no sign of information having been refused or of false information having been given under the pretext of non-co-operation.

67. As regards the staff the danger was greater. It would have been very easy for them to falsify and more easy still for them to destroy the census records at the last minute. As a precaution against this, several of the District Census Officers added up and kept a note of the total population by sex recorded at the preliminary enumeration for use in case of emergencies. Several of them also took the precaution of having the preliminary record on plain paper taken from the enumerators and kept in safe custody, so that it could, if necessary, be copied out again. In some places also a reserve staff of enumerators was trained and held in readiness. Even here however the apprehensions proved generally groundless. In Gaya district one enumerator did burn his papers on the ground that he was a non-co-operator, but the papers were promptly rewritten and it was afterwards proved that the man was off his head. In Palamau one supervisor collected all the enumeration books from his enumerators and went off with them. The officer who had been deputed to add up the provisional totals of the charge set off in pursuit and eventually secured the papers, but the district figures were delayed thereby for a whole day. Apart from these isolated incidents no deliberate attempt on the part of the staff to wreck the census was reported.

68. On the other hand the non-co-operation cry was freely raised by persons selected for appointment as supervisors and enumerators, as already stated. There is a good deal of worry and little glory for the supervisors and enumerators at the best of times and the non-co-operation campaign had not only diffused an atmosphere that encouraged resistance, but offered a suitable pretext which people were not slow to make use of. This led to the issue of a large number of notices to show cause against prosecutions under the Census Act. A number of people threw in their hands at this stage, but even so it could hardly be expected that they would do their work with any interest or enthusiasm. Others preferred conviction and a fine to accepting appointment. In other cases it was thought the best policy to avoid recourse to the courts and quietly to substitute fresh nominees. In every case it was left to the District Officers to decide what steps should be taken. This opposition tended to affect the operations adversely in two ways, firstly because work fell into arrears while the staff were trying to evade appointment, and secondly because with an unwilling staff work must always be of inferior quality. Fortunately, owing to the ample time allowed by the census programme, it was generally possible to make up for the time lost in appointing the staff. Even in Patna district for instance in parts of which, especially in Patna City, the work had fallen very seriously into arrears, the District Census Officer states that the progress made at the final

census approached was "remarkable" and that in both rural and urban areas the preliminary record was finished by the prescribed date. I do not therefore think that the accuracy of the final census was adversely affected by the delay that occurred in some places in finally selecting the staff. On the other hand there is some ground for fearing that in one or two areas the correctness of the figures may have been affected to a certain extent by the slackness of the enumerators on the census night for which non-co-operation must be held primarily responsible. Reports of such slackness only reached me from a few quarters in the larger towns in which a mere fraction of the population resides and it must be remembered, so far as the total population is concerned, that, provided there is a preliminary enumeration, the resulting errors tend to cancel one another. For instance A, who was in block (a) at the time of preliminary enumeration moves into another block before the final census, while B moves from another block into block (a) between the preliminary and the final census: if the preliminary record of block (a) is not revised on the census night the total recorded population of the block will still be correct. Also, assuming the enumeration to be correctly carried out in the blocks to which A and from which B have moved, the total population of the whole area censused will still be correct, for the two entries relating to A will balance the fact that B's name is not recorded anywhere. Another fact that must be remembered is that there were slack enumerators before the days of non-co-operation and that the same cause, so far as it operated must have tended to produce the same effect on the figures returned at previous censuses. The fair conclusion therefore to draw with regard to the effect produced by non-co-operation on the census is that it was surprisingly small: non-co-operation was used as the pretext for a great deal of resistance to appointment as census officers, but eventually it did not materially affect the accuracy of the figures. In a few areas it probably assisted in producing a slight understatement of the population, but there is no reason to suppose that it accounts for more than a very small fraction of the total recorded loss of population since 1911, which amounted to over a quarter of a million and which can readily be explained in other ways.

INDUSTRIAL CENSUS.

69. In my opinion the Industrial census should not be taken at the same time as the population census as on the present occasion. The proper authority to collect information with regard to the directors, owners, managers and superior staff generally and also the engines employed seems to me to be obviously the Director of Industries, who should collect this information at some time other than the census. If the Industries Department could not face the preparation of the statistics required by schedule B, *i.e.*, with regard to operatives, it might be possible to prescribe a special form of general schedule to be used in all industrial establishments though I may note that the handling of these forms in the compilation offices would call for very great care so as to distinguish workers from dependants. To avoid this I think it is desirable that this information also should be collected with the other information at some other time by the Industrial Department. To ask the managers of big industrial concerns to fill in at about the same time first the general schedules and then the special schedules is to put a great tax upon them which they in my opinion justly resent.

70. On the assumption however that the same procedure will be followed at the next census it would be well—

- (1) to issue instructions in connexion with schedule A that managers should not be shown twice over, *i.e.*, that they should not be shown as managers and also in the supervising staff: also that no one whose name is entered in schedule A should be entered also in schedule B;
- (2) in big concerns like Tata's the schedules relating to each department should be kept rigidly separate throughout.

CHAPTER II.

PART A.—SLIP COPYING.

THE final census took place on the night of March 18th. The Holi fell on the 23rd March, and March 27th was Easter Sunday with its accompanying holidays. Consequently it was not found possible to start slip copying in most of the districts till April 1st. Angul however started on March 21st, Puri on March 24th and Purnea, Cuttack, Sambalpur, Manbhum, Gaya and Bhagalpur managed to get started before the end of the month. In all other districts the work began on April 1st except in Palamau where the slips were copied in the Zilla school and where it was inconvenient to begin the work till April 6th.

2. All District Census Officers were adjured to finish the work by the end of April. The first district to finish, as it had been the first to begin, was Angul, where 182,585 slips had been written up by April 12th. A further reference is made to this district in paragraph 7 below. Sambalpur had finished by April 22nd, Puri by April 24th and Monghyr with over 2 million slips on April 29th. The credit for finishing the work so quickly in Monghyr is however discounted by the fact that the counting and arrangement of the slips was faulty and occasioned a great deal of unnecessary work in the Central office of the Bhagalpur division. No other district was able to finish the work by the end of April, but Saran with its population of 2,339,953 was finished on May 1st, a very creditable performance, particularly in view of the fact that the District Census Officer had collapsed as the result of his exertions on the night of the census and that the work had been left in charge of a Sub-Deputy Magistrate, Babu Gangadhari Lal, who had only been associated with the census operations for a few weeks. The other districts with the exception of Manbhum and Singhbhum were completed during May. The Cuttack Central office which dealt with the enumeration books of all the Orissa States in addition to those of Cuttack district, that is to say for a population of 5,871,850 in all, finished on May 31st, and the work would have been finished sooner but for the delay that occurred in the receipt of the enumeration books from Kalahandi and Keonjhar States. The former were inadvertently despatched from Sambalpur by goods train; the delay in the despatch of the latter was ascribed to a serious outbreak of influenza among the census staff. As regards Manbhum it had been arranged that the slips of the Sadr subdivision and the coal-field charges in the Dhanbad subdivision should be copied at Purulia while those of the rural charges of the Dhanbad subdivision, which it was stated would be written in Hindi should be copied in the Central office of the Chota Nagpur division at Ranchi. On arrival at Ranchi however they proved to be written almost entirely in Bengali so, as very few Bengali copyists could be found at Ranchi, it was necessary to send nearly all these schedules back again to Purulia where they arrived after the slips of the Sadr subdivision had been completed. The work finally ended in this district on June 11th while the work of copying the Dhanbad slips at Ranchi ended on June 13th.

3 In Singhbhum the records were written in three languages—Hindi, Bengali and Oriya. The three Hindi squads were discharged after completing their work on April 27th and 30th and May 2nd respectively. As regards the Bengali copyists the officer in charge writes as follows :—“ Not more than one squad of Bengali copyists was available in spite of serious attempts for the Dhanbhum records which were in Bengali. The copyists generally came from a class of persons not very intellectual and consequently the output of the majority of them was far below the standard of 500 slips a day. Under these circumstances the delay of slip-copying at least of Bengali charges was inevitable. In order to prevent delay as much as possible one Hindi squad

was disbanded on the 23rd April 1921 and a new Bengali squad under the supervisor of the disbanded squad was formed of copyists of the Hindi squads who knew Bengali." The Bengali slips were finally finished on May 20th. As regards the schedules which came from Seraikela and Kharsawan the difficulty was even greater. In the first place there was much delay in the receipt of the Seraikela enumeration books, which made it impossible to start work at the proper time. Secondly, the schedules were mostly written in Oriya, though some were in Hindi and some in Bengali. Great difficulty was experienced in obtaining Oriya-knowing copyists. The Chief of Seraikela was addressed and he sent five men, but they refused to stay. The rates of remuneration were increased but even so it was with the utmost difficulty that copyists could be obtained. The work finished finally on June 4th. With regard to these two districts the lessons to be learnt were that it was a mistake not to arrange from the first for all Manbhum records (with the possible exception of English books relating to the collieries) to be copied at Purulia and also that it would have been well to arrange with the Chief of Seraikela before the census to send say half a dozen Hindi-Oriya knowing copyists to Chaibassa, on special terms if necessary, but on the clear understanding that they must stay till the slips of the States were completed.

4. At Hazaribagh the copyists refused to work at the rate generally sanctioned and subsequently also at the rate fixed for Ranchi. I visited Hazaribagh and interviewed the men. As they still refused to accept rates that were proving acceptable at Ranchi and had evidently combined to insist on working on fixed pay instead of at piece rates, it was arranged that the Hazaribagh schedules should be transferred to Ranchi, where the slips were copied at the Ranchi rate under the supervision of my Personal Assistant. With the above exceptions and that of the Jamshedpur slips which were copied in English in the Central office at Ranchi, the slips of each district were copied in that district.

5. The slips of all the Orissa Feudatory States were copied in the Central office at Cuttack. The Deputy Superintendent suggested that it would have been a better arrangement for the slips of the western States, many of the schedules of which were written in Hindi, to be copied at Sambalpur. I do not recommend this arrangement. The Sambalpur slips were copied by the District Land Records staff and objection might be raised to employing this staff in writing up the slips of the States. Moreover Hindi is no more the language of Sambalpur than it is of Cuttack and the supply of copyists, whether Oriya or Hindi-knowing, is much better at Cuttack. There is no doubt that the number of slips to be copied in the central office at Cuttack is very great, but I am unable to think of any more satisfactory arrangement than that adopted at the present and previous censuses.

6. At Sambalpur as on previous occasions the slips were copied by the Land Records staff who were given a small daily allowance to defray the cost of their stay in Sambalpur. The patwaris who worked as copyists were given an average of 4 annas for a day and the 10 Revenue Inspectors and 10 Senior Patwaris who worked as supervisors received an allowance of Rs. 10 and Rs. 5 each respectively.

7. At Angul it was proposed that the sarbarahkars should copy the slips by a similar arrangement, but the Deputy Commissioner arranged that the work should be done in the local schools. Forty-six boys of the Middle English and Guru Training Schools worked as copyists and they, as well as the clerks who were deputed from the Deputy Commissioner's office to work as supervisors, refused to take any remuneration. It was reported that the copyists who were organized in squads of 10 worked for as much as 10 hours a day and that all slips were checked. It was also reported that "the boys took a keen delight in the work and wanted to compete with each other". From this it may be inferred that the arrangement worked admirably and reflected the greatest credit on all concerned. Special certificates were issued to the copyists and supervising staff.

8. In Palamau also it was arranged that the slip copying should be done in the Zilla school at Daltonganj and here too the arrangement was reported to be a complete success. "The boys were very eager to get the work and they worked very well." "The whole staff of the school worked well", says the Deputy Commissioner, "the masters displayed great interest and tact. Their work was exceedingly hard in checking and supervising the work of the boys, some of whom attained a speed of copying that I had not at all anticipated. I fully endorse the head-master's view as to the credit which his staff deserve, but I would add that the greatest credit is due to the head-master, Babu B. C. Sen Vidya Benode, without whose untiring enthusiasm and great ability the experiment would certainly not have been the great success it proved." The boys subsequently received small rewards for their excellent work.

9. The slip copying in schools therefore may be said to have been a great success and the arrangement would have been further extended at the present census but for the fact that non-co-operation was in its full strength just at the time. Certain conditions must be satisfied to ensure success—the boys must work *con amore*, the masters must be enthusiastic but tactful, and the population dealt with in the school must not be too large, for boys are apt to tire if kept too long at monotonous work. Provided these conditions are fulfilled it would be impossible to find a more satisfactory way of getting the work done.

10. The standard rate at which copyists were expected to write the slips was 500 a day. In the first week of April the provincial average was 364, in the following week it rose to 487, then to 536. By the second week of April 7 districts had reached an average outturn of 500 slips; in the following week the number rose to 12, and then began to decline as the best squads finished their work and were discharged. The following statement may prove useful as showing week by week the districts in which, while the copying was still in progress, the average output of 500 was not reached. No district attained this standard in the first week.

DISTRICTS IN WHICH THE AVERAGE DISTRICT OUTTURN OF SLIPS DID NOT
COME UP TO THE STANDARD.

2ND WEEK.	3RD WEEK.	4TH WEEK.	5TH WEEK.	6TH WEEK.	7TH WEEK.	8TH WEEK.	9TH WEEK.
Patna ...	Patna ...	Shahabad ...	Shahabad ...	Shahabad ...	Gaya ...	Shahabad ...	Manbhum ...
Gaya ...	Shahabad ...	Purnea ...	Bhagalpur ...	Muzaffarpur ...	Shahabad ...	Manbhum ...	Singhbhum...
Shahabad ...	Bhagalpur ...	Santal Par- ganas.	Santal Par- ganas.	Santal Par- ganas.	Santal Par- ganas.	Singhbhum...	...
Darbhanga ...	Purnea ...	Ranchi ...	Ranchi ...	Ranchi ...	Ranchi ...	...	...
Bhagalpur ...	Santal Par- ganas.	Hazaribagh ...	Hazaribagh ...	Hazaribagh ...	Singhbhum...	...	...
Purnea ...	Hazaribagh ...	Palamau ...	Palamau ...	Palamau ...	...	...	...
Santal Par- ganas.	Manbhum ...	Manbhum ...	Singhbhum...	Manbhum ...	...	...	...
Ranchi ...	Sambalpur ...	Singhbhum...	Cuttack ...	Singhbhum...	...	...	...
Palamau ...	...	Puri ...	...	...	...	...	...
Singhbhum...	...	...	...	...	...	...	...
Cuttack ...	...	...	...	...	...	...	...
Puri ...	...	...	...	...	...	...	...
Angul ...	...	...	...	...	...	...	...

I am unable to account for the regular appearance of Shahabad in the above statement: there seems to be no special reason why the copyists should have worked slower there than elsewhere in Bihar. From the 4th week onwards the copyists knew the work and slowness in copying at that stage can legitimately be ascribed either to the inferior capacity of the copyists or the difficulty of the entries. At this stage it is the Santal Parganas and the districts of the Chota Nagpur Division that become prominent and these are the districts which therefore appear to have claims to more liberal treatment in the matter of rates. The highest weekly average for any district was attained by Champaran where one squad actually reached the thousand by the middle of April and kept it up for four weeks on end. As a general rate 500 slips a day for each copyist is quite suitable. If this rate is exceeded there is always a fear that neither copying nor checking will be thorough and

high speeds should therefore not be encouraged. Generally speaking however accuracy as well as speed came with experience as the following figures will show :—

	Number of entries checked by officers in charge.	Number of mistakes found by officers in charge.	Percentage of mistakes found to entries checked
1st week	77,025	1,313	1.7
2nd week	95,928	920	1.0
3rd week	117,469	941	0.8
4th week	137,733	833	0.6
5th week	123,148	617	0.5
6th week	86,084	367	0.4
7th week	57,011	211	0.4
8th week	20,938	63	0.3
9th week	4,218	18	0.4

The maximum number of copyists employed in any one week was 2,583 in the week ending on April 23rd. After that the number began to fall away : at the end of the first week of May it had fallen to 2,005 and by the end of that month to 528.

11. The rate of remuneration of the paid copyists was a source of much trouble. Article 9 of chapter II of the Code ran as follows : “ Where paid copyists are entertained, their payment should be made on a basis of 500 slips per copyist a day at a rate calculated to provide men with the monthly pay usually obtained locally by men of their class, which should not exceed Rs. 15 a month (or $7\frac{1}{2}$ pice per hundred slips) without the special sanction of the Provincial Superintendent ”. As soon as the copyists got to work it was at once obvious that in many districts this rate would not prove sufficient. It was left to officers in charge to come up with proposals for increased rates if they found that it was impossible to get a sufficient supply of copyists at the Code rate. Some managed to work at that rate throughout : in 10 districts, viz., Patna, Shahabad, Muzaffarpur, Champaran, Darbhanga, Monghyr, Purnea, the Santal Parganas, Puri and Balasore, the slips were copied at the rate of $7\frac{1}{2}$ pice a hundred. In other adjoining districts, where the officer in charge reported that copyists could not be secured or retained on that rate of remuneration but were going out on strike, the rates were increased—in Cuttack to 8 pice in Saran, Bhagalpur, Manbhum to 9 pice and in Gaya, Ranchi (including Hazaribagh) and Singhbhum to 10 pice. At Gaya the rate should have been 9 pice, but owing to a mistake in the letter the rate was stated to be “ $2\frac{1}{2}$ annas or 9 pice ”. The officer in charge having announced that the rate would be $2\frac{1}{2}$ annas and the copyists who had left work in a body having returned on that understanding, it was impossible to go back on it. Experience proved, I consider, that the general rate originally fixed was too low. Eight or even nine pice would have been more suitable with the special rate of 10 pice where required in Chota Nagpur or elsewhere. It is not desirable to fix different rates for districts where conditions are essentially identical, simply because in one district the copyists go on strike while in another they have the grace not to do so. It may also be added here that it is a mistake to employ copyists with too high qualifications. The presence of English-knowing sorters with University qualifications working on rates of pay fixed for vernacular-knowing muharrirs does not lead to contentment. Finally if the copyists would stand it it would be desirable to deduct from their remuneration for short copying but not to pay them anything extra for copying above the standard rate. Bonuses for good work might be given at the end instead.

12. The squads consisted of 12 copyists under a supervisor and assistant supervisor and extra checkers could be appointed where the outturn was in excess of the standard of 500 slips a day (chapter II, article 23). The Imperial Code said that the squads should consist of 10 men and experience proved that a squad of 12 was rather too large—in fact the number was only fixed at 12 because in the Administrative Volume of the last census it was stated that if the squad consisted of 12 men it would be found that owing to



illness, etc., there would usually only be 10 men at work. I would suggest for the consideration of my successor that the squad should consist of 11 men, one of whom should be convertible into checker or copyist in accordance with the progress of checking under the orders of the officer in charge: while working as a checker he might be given fixed pay slightly in excess of his earnings as a copyist.

13. To begin with all slips were checked; in some districts all slips were checked from beginning to end, but as the work progressed the rate prescribed only required that the checking should extend to slips containing entries that were likely to be miscopied or scamped and to 25 to 30 per cent. of the rest. The rules issued on the subject will be found below in paragraph 17.

14. The supply of " middling " pencils was calculated on the basis of 3 pencils for 2 weeks for a copyist working at the rate of 500 slips a day. Generally speaking it may be said that the scale of supply was adequate, but extra indents were received from several districts, notably Puri and Gaya. I would suggest that it would be well to order an extra 100 dozen pencils and hold them against emergent indents from the districts, for any of these pencils that were not used for slip copying could be used subsequently in the Central offices. As regards methods for ensuring economy of pencils, a reference is invited to the first of the rules reproduced in paragraph 17 below.

15. The system of writing up infirmity slips that was adopted proved not altogether successful. On previous occasions this work had been done by a special squad working through column 16 of the schedules after the general copyists had done their work. On this occasion it was done by the general copyists who were given $\frac{1}{2}$ pice for each infirmity slip, the higher rate being thought to be a sufficient inducement to ensure that no entry was overlooked. I think the old way was better and that also it would be desirable to ensure that paper of a special colour should be used for infirmity slips, for otherwise there is a fear of their being misplaced. In order to avoid overwhelming the copyists with a multiplicity of kinds of slip the infirmity slips might all be of one kind or two kinds (one for each sex) and the copyist might fill in details of religion, (sex) and civil condition in pencil as required.

16. Generally speaking it was agreed by all the officers concerned that the rules in chapter II worked satisfactorily. Such trouble as arose arose from their not being followed, particularly as regards the sorting by sex and religion and the correction of Register A. The rules are perfectly clear on the point, but such trouble was experienced in the central offices in dealing with the slips of a few districts in which they had not been properly arranged and counted that it would be well to reinforce the rule by a special circular calling the attention of all concerned to the vital importance of seeing that this part of the work is properly done, and requests for strengthening the record-room staff towards the end of the work should be favourably considered.

17. The following supplementary rules dealing with various matters connected with slip copying were circulated to all districts :—

1. Pencils should not be cut in half: if they are cut in half, two stumps will be wasted instead of one. No new pencil should be issued till the stump of the old one is returned.
2. When the slips are sorted by sex and religion the slips of each kind for each block should be tied up in separate packets and the total number of slips noted on the back of each packet. This will facilitate the tracing out of discrepancies.
3. Where the sorting is done by the assistant supervisor the sorting should be checked and the entries in Register A should be made by the supervisor himself.
4. To begin with all slips must be checked by the supervisor or assistant supervisor. As the copyists gain experience all slips containing rare castes or castes likely to be confused with other castes, lengthy names of occupations, non-district languages or birth-places and entries of literacy must be checked and also 25 to

30 per cent. of the rest. The serial numbers of the entries checked should be written on the cover of the book for the guidance of the officer in charge.

5. The additional checkers referred to in article 23 of chapter II of the Code (Part II) should work under the direct orders of the officer in charge who can depute them to the different squads where they are required.

6. A summary of the work done by each copyist should be kept in the following form :—

- | | |
|------------------------------|----------------------------|
| 1. Serial number of copyist. | 4. Number of slips copied. |
| 2. Name of copyist. | 5. Daily average. |
| 3. Number of days worked. | 6. Remarks. |

This register will also be found useful in compiling the weekly summary.

7. For the first week the copyists may be remunerated at the full monthly rate without deductions: the system of piece-work or rewards and fines can be introduced after the first week.
8. When a copyist brings his slips to his supervisor, the latter if disengaged will check them at once; if engaged, he will issue a fresh book to the copyist (noting the fact in Register A) and check the slips as soon as he can.
9. Whenever a copyist finds a blank column which should contain an entry or discovers an obvious mistake he should refer to his supervisor.
10. In checking the slips time can be saved—
 - (1) by not reading out the number of the columns other than the occupation columns;
 - (2) by assuming that persons are illiterate and do not know English unless the contrary is expressly stated.
11. When the record-keeper receives back the slips from the supervisors, he must compare the entries in the labels with the corresponding entries in Register A. He must also check Register A arithmetically—
 - (1) by verifying the addition; and
 - (2) by checking the totals of the columns with one another as laid down in the foot-note at page 19 of Part II of the Code.

18. A list of the abbreviations permitted will be found in article 17 of chapter II. As regards the language letters it may be noted that if “H” is permitted for Hindi in Singhbhum there will probably be confusion between Hindi and Ho. In Ranchi and Palamau it is not safe to print abbreviations for Oriya as well as Oraon and as the number of Oriya speakers in these two districts is negligible much more labour is saved if the letter O is used for Oraon than if it is used for Oriya. Each district was supplied with a list of abbreviations for three castes of each religion. This list is easily prepared from Table XIII of the last census. In some cases, *e.g.*, Animists in Bihar or Muhammadans in Angul no abbreviations are required at all. It may be added that it is desirable to see that the letters assigned to each district are all different from one another, *e.g.*, that if “K” is permitted for Hindu Kurmis it is not also permitted for Muhammadan Kunjras.

19. No expenditure was incurred on account of office accommodation for slip copying. In the five districts in which Central Offices were located the slip copying was done in the buildings selected for these offices to which reference is made below. At Bhagalpur and Sambalpur the work was done in the Town Hall, at Dumka in the Exhibition Hall, and at Muzaffarpur in the verandah of the Agricultural Museum. The Hazaribagh slips were copied in an empty police barrack at Doranda (Ranchi). Elsewhere the copyists were accommodated in the district offices or their verandahs or in other office buildings which happened to be vacant.

20. In a few cases special rates were permitted. For copying the Jamshedpur schedules which were written in English and contained a lot of difficult entries a rate of 4 annas a hundred was allowed. The English slips at Patna were copied for $2\frac{1}{2}$ annas a hundred. At Cuttack 3 annas a hundred was allowed for copying the slips from the enumeration books of the municipality, $2\frac{1}{2}$ annas a hundred for copying the Hindi schedules of Gangpur and $2\frac{1}{4}$ annas a hundred for copying the schedules relating to Salepur thana where the schedules had been badly written up and had to be carefully checked. In Champaran some of the enumeration books had been written up in "Kothawali" character and these took three times longer than other books to copy: in this case therefore 5 annas a hundred were allowed. These were the only special rates sanctioned.

PART B.—SORTING AND COMPILATION.

21. One Central Office was opened for each division. The Patna divisional office was located in the Saw Mills shed at Gulzarbagh. At Bhagalpur the only suitable building that was available was Cleveland House, but the owners demanded a rent of Rs. 300 a month *plus* occupier's share of municipal tax: as no suitable building was available at Monghyr either and as Purnea and Dumka were both inaccessible and not well supplied with sorters it was decided to locate the Bhagalpur office also at Gulzarbagh where Government buildings were available. The office was at first accommodated in the Trash Godown, but as that proved insufficiently large and as the Army Clothing Department providentially vacated a more suitable block of rooms (formerly the Postmaster-General's office) at the critical moment, the office was moved in the course of July. In the Tirhut Division suitable accommodation was not to be had at any district headquarters so the office was accommodated in the old opium godown at Siwan. At Ranchi the hostel of the Training College was lying vacant at the time of the census and the Education Department kindly permitted it to be used till the end of October. When the office was in full swing this accommodation proved insufficient and a house adjoining was hired at the rate of Rs. 50 a month. At Cuttack the slip copying was done in the old hospital buildings in the fort: when the time arrived for sorting the old Ravenshaw College hostel which is more spacious and more conveniently situated happened to be vacant as the college re-opened after the vacation in its new premises; so the old hostel was placed at the disposal of the Census by the Education Department. The Superintendent's office was first located in the Secretariat at Patna but after the census his headquarters were transferred to Ranchi and his office was established in the old police hospital at Doranda, while the provincial compilation office was located in a vacant police barrack near by. The only expenditure therefore incurred on accommodation in connexion with the census was the rent of the small extra house at Ranchi.

22. With regard to this arrangement I now consider that it was a mistake to locate two offices at Patna. The location of the offices depends largely on where buildings are available, but experience showed that Patna City cannot staff more than one office. A more serious difficulty is in connexion with the Bengali slips. So far as the Purnea and Singhbhum Bengali schedules are concerned which are not many in number they should be copied into Hindi; but in Manbhum and parts of the Santal Parganas this can hardly be done. On this occasion some were dealt with at Ranchi and some at Patna and in both places they caused much trouble: Bengali knowing sorters were taken to Ranchi from Purulia where they proved both idle and dishonest and at Patna the Bengali slips were disposed of to the best of their ability by Hindi knowing sorters. The best solution would appear to be to concentrate all the Bengali slips at one place,—either at Bhagalpur or Purulia or at some accessible place in the Santal Parganas in a separate small office where Bengali knowing sorters are available in reasonable numbers. Perhaps it would be possible to make some arrangement in combination with Bengal. In any case this is a matter of great importance.

23. With regard to the sorting and compilation it is unnecessary to go into a lengthy description because the rules in the Code are clear and sufficient: the only difficulty is to see that they are followed. I mention below therefore certain practical points only that occurred as the work progressed against which my successor would do well to be forearmed:—

- (1) The slips received from the slip copying offices should be made up not only in circle bundles: in these bundles the slips of each block should be kept in separate packets—this immensely facilitates the reconciliation of discrepancies with Register A.
- (2) If possible, as in the case of slip copying, it would be desirable to fix a minimum standard rate of sorting and not to pay the sorters for working in excess of that or to encourage them to do so.
- (3) Kabirpanthis and Nanakshahis require some care, whether they are to be treated as Hindus, Sikhs, etc. All this should be thought out in advance, and instructions given to the slip copying and central offices.
- (4) The compilation registers should contain a column to show the box numbers
- (5) As an absolutely invariable rule, Deputy Superintendents should only classify doubtful entries *after they have been entered in the sorters' tickets*. Otherwise faulty classifications cannot be corrected without resorting. This is most important and should be carefully impressed on all Deputy Superintendents
- (6) To expect sorters new to the work to sort 3,000 or 4,000 slips a day for Table VII is, I believe, quite impossible: If it is considered necessary to sort for this table first, the sorters might well be paid at fixed monthly rates till it is finished.
- (7) Every entry of Persian (Farsi) in the sorters' tickets should be investigated by reference to the slips to see whether it is really Persian (Table X).
- (8) In order to make matters clear in good time it would be well to issue a circular before the census to districts and states concerned asking exactly how Kol, Kora, Kurmali and other similar ambiguous terms should be classified in each. This would be of assistance in the central offices (Tables X and XIII).
- (9) Whenever the birth-place Gujrat is found, the Deputy Superintendents should be instructed to examine the slip to see whether the Gujrat in question is the district of that name in the Punjab or Gujrat in Bombay (Table XI).
- (10) Doubtful entries of caste should be reported by sex in connexion with Table XIII. Lists should be kept by Deputy Superintendents of all such classifications to be sent eventually to the Superintendent.
- (11) Special cautions should be issued before the census—
 - (i) to the Santal Parganas, in order that Khetauri may be carefully distinguished from Rajput and Babhan (Bhumihar) from Bhuiya;
 - (ii) to Purnea to distinguish Gangai from Gangauta, and Rajbansis from Rajputs (no abbreviation of "R" should be allowed in Purnea);
 - (iii) to Singbhum to distinguish Pan from Tanti (Table XIII).
- (12) When Oraons and Mundas are sorted for Table IX, XIV or XXIA, both Hindu and Animist should be sorted.
- (13) The column numbers in the sorters' tickets and compilation registers of Table XXIA did not agree. They should do so.
- (14) The mutual reconciliation of the tables in the central offices should be insisted on.

- (15) When the Christian tables are ready in the central office, the Christian slips should be sent to the provincial office, keeping Europeans, Anglo-Indians and Indian Christians separately (the Indian Christian slips of Ranchi district and Gangpur State would not be required). It would be well to have duplicate copies made and sent of the indefinite belief slips which are apt to be very troublesome.

24. The following suggestions relate to the preparation of Table XXII :—

- (1) It is hardly necessary to write slips for the unskilled workers. They can be counted straight from schedule B.
- (2) Entries relating to female workers should be carefully scrutinized.
- (3) If occupations are selected for Table XXII, Part IV, this should be done in advance. On this occasion the occupations were selected when classification showed which were numerous and therefore important.

25. The following table shows the rates sanctioned for sorting (in thousands of slips a day) :—

	VII.	VIII.	IX.	X.	XI.	XIII.	XIV.	XVII.	XVIII.	XXIA.	XXIB.
Patna	2	6M 9F	0	12	11	3½H(a) 7M	2 2/5	2	2	2	5
Tirhut	2	7M 9F	3	15	11	2½H 4M	4	...	...	...	...
Bhagalpur	2	6M 9F	...	12	11	...	...	...	...	...	...
Cuttack	2	6M 9F	4	12	11	...	3	...	...	...	...
Ranchi	2	10*	6	10†	10†	43/10‡	3 3/4§	2§	3‡	...	...

* 6 for male Hindus and male slips in mixed boxes.

§ 2½ for Muhammadans, Animists and Christians.

† 15 for Animists, Muhammadans and Christians.

|| 6 for Animists, Muhammadans and Christians.

‡ 3½ for Muhammadans, Animists and Christians.

¶ 7½ for Animists, Muhammadans and Christians.

(a) i.e., 8½ annas per thousand for Hindus and 1½ annas for Muhammadans, the standard daily earning being 12 annas.

26. The following table shows the progress of sorting and the number of sorters employed week by week :—

Week ending.				Number of boxes sorted up to date.	Number of sorters employed.	Week ending.				Number of boxes sorted up to date.	Number of sorters employed.
June	4	...	...	46	437	September	3	...	...	22,413	991
	11	...	...	161	766		10	...	...	24,628	984
	18	...	...	452	911		17	...	...	25,673	684
	25	...	...	1,193	942	October	24	...	...	27,584	637
July	2	...	...	2,910	990		1	...	...	29,578	416
	9	...	...	4,638	1,110		8	...	...	31,012	303
	16	...	...	6,772	1,108		15	...	...	31,182	185
	23	...	...	8,790	1,111		22	...	...	31,935	161
August	30	...	...	11,379	1,113		29	...	...	32,380	148
	6	...	...	13,572	1,082						
	13	...	...	15,688	1,056						
	20	...	...	17,391	1,046						
	27	...	...	19,412	1,042						

CHAPTER III.

The following statements show the total cost of the census in the province. There are two aspects from which the cost of the census can be regarded, namely,

- (i) the additional expenditure incurred by Government on account of the operations, or
- (ii) the actual cost after debiting the census with the salaries of all permanent officers deputed to census work irrespective of the heads of account to which their salaries were debited.

The expenditure considered from the first point of view is shown in Statement I, while Statement II compares the two sets of accounts according to the heads prescribed by the Controller-General. The main difference between the two is that in the departmental accounts the salaries of officers deputed to census are included, while the acting allowances of their substitutes on the regular staff are not.

2. The total net cost of the census operations was Rs. 2,83,216-10-0, or Rs. 7-7-4 per thousand of the population. This was in excess of the Rs. 5-5-7 per thousand of the population in 1911, the difference being accounted for by the increase in the cost of paper and labour that had occurred in the interval.

STATEMENT I.—ACTUAL EXPENSES DISTRIBUTED UNDER THE HEADS OF ACCOUNT PRESCRIBED BY THE COMPTROLLER-GENERAL.

Main head.	Sub-head.	1920-21.	1921-22.	1922-23.	Total.
1	2	3	4	5	6
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
I.—SUPERINTENDENCE	SALARIES	3,348 6 2	4,640 0 0	2,958 1 0	10,946 7 2
	Deputation allowance of officers deputed to Census duty.	3,548 6 2	4,840 0 0	2,458 1 0	10,946 7 2
	ESTABLISHMENT	3,524 5 6	6,743 12 4	3,850 12 6	14,118 14 4
	Pay of men without substantive appointments.	2,796 4 1	6,053 9 9 ⁽ⁱ⁾	3,550 12 6 ⁽ⁱ⁾	12,799 10 4
	Deputation allowance of men deputed to Census duty.	728 1 5	690 2 7	...	1,418 4 0
	TRAVELLING ALLOWANCE	4,041 4 11	1,391 10 9 ^(e)	688 2 0	6,031 1 8
	(i) of officers	3,526 2 10	912 9 6	...	4,438 12 4
	(ii) of establishment	515 2 1	389 1 3	688 2 0	1,592 5 4
	CONTINGENCIES	6,834 11 3	2,733 0 0	1,406 10 6	10,974 5 9
	Office rent	...	...	...	...
	Purchase and repair of furniture ...	890 9 0	223 15 0	...	1,113 8 0
	Local purchase of stationery ...	4 0 0	475 6 11	17 2 6	496 9 5
	Postage and telegram charges ...	1,487 12 6	766 0 0	220 3 6	2,474 0 0
	Freight	40 7 0	415 2 0	127 4 0	582 13 0
	Miscellaneous	4,402 14 9	849 8 1	1,043 0 6	6,294 7 4
	TOTAL SUPERINTENDENCE ...	17,748 11 10	15,418 7 1	8,903 10 0	42,070 12 11
II.—ENUMERATION	ESTABLISHMENT	251 15 0	21 11 0	...	273 10 0
	Temporary establishment in district offices.	30 0 0	...	...	30 0 0
	Remuneration of Census officers ...	140 8 0	...	...	140 8 0
	Travelling allowance of Census officers ...	81 7 0	21 11 0	...	103 2 0
	CONTINGENCIES	513 5 2	...	...	513 5 2
	Local purchase of stationery ...	154 5 8	...	...	154 5 8
	Postage	...	...	...	...
	House numbering	...	...	...	...
	Freight	118 6 0	...	...	118 6 0
	Miscellaneous	240 9 6	...	...	240 9 6
	TOTAL ENUMERATION ...	765 4 2	21 11 0	...	786 15 2
III.—ABSTRACTION AND COMPILATION.	ESTABLISHMENT	51 8 0	1,68,787 8 6	7,709 5 9	1,76,578 6 3
	Pay of men without substantive appointments.	...	1,49,735 1 7 ^(d)	7,273 5 9 ^(e)	1,57,008 7 4
	Deputation allowance of officers deputed to Census duty.	...	17,675 15 5 ^(f)	490 0 0	18,111 15 5
	Travelling allowance	81 8 0	1,378 7 6	...	1,457 15 6
	CONTINGENCIES	2,836 0 8	6,297 10 1	—51 5 2	9,082 5 7
	Office rent	...	373 9 0	...	373 9 0
	Purchase and repair of furniture ...	2,417 7 2	1,167 13 6 ^(g)	—5 0 0 [†]	3,580 4 8
	Local purchase of stationery ...	...	...	...	...
	Postage and telegram charges ...	...	457 14 0	...	457 14 0
	Freight	169 15 6	1,351 1 2	...	1,521 0 8
	TOTAL ABSTRACTION AND COMPILATION. ...	2,917 8 8	1,75,085 2 7	7,658 0 7	1,85,666 11 10
IV.—PRINTING AND OTHER STATIONERY CHARGES.	STATIONERY	26,789 2 6	300 8 3	...	27,089 10 9
	Cost of stationery (including paper) supplied from Central stores.	26,789 2 6	300 8 3	...	27,089 10 9
	Carriage of stationery	...	...	...	...
	PRINTING	3,763 5 0	173 1 6	...	3,936 6 6
	(i) At Government Presses	3,510 10 6	...	...	3,510 10 6
	(ii) At private Presses	252 10 6	173 1 6	...	425 12 0
	DESPATCHING CHARGES—	...	...	...	...
	(i) Postage	...	...	...	...
	(ii) Other charges	...	...	...	...
	TOTAL PRINTING AND STATIONERY CHARGES. ...	30,552 7 6	473 9 9	...	31,026 1 3
V.—MISCELLANEOUS ...	ACTING ALLOWANCE IN NON-CENSUS OFFICES.	5,580 10 3	13,734 13 5	4,356 9 2	23,672 0 10
	(i) Officers	5,580 10 3	6,362 14 3	2,956 7 2	16,799 15 8
	(ii) Establishment	...	7,471 15 2	470 2 0	7,872 1 2
	TOTAL MISCELLANEOUS ...	5,580 10 3	13,734 13 5	4,356 9 2	23,672 0 10
	(i) Superintendence	17,748 11 10	15,418 7 1	8,903 10 0	42,070 12 11
	(ii) Enumeration	765 4 2	21 11 0	...	786 15 2
	(iii) Abstraction and Compilation ...	2,917 8 8	1,75,085 2 7	7,658 0 7	1,85,660 11 10
	(iv) Printing and Stationery charges ...	30,552 7 6	473 9 9	...	31,026 1 3
	(v) Miscellaneous	5,580 10 3	13,734 13 5	4,356 9 2	23,672 0 10
	GRAND TOTAL	57,564 10 5	2,04,733 11 10	20,918 3 9	2,83,216 10 0

(a) This is the net expenditure after deducting recoveries from Municipalities and Feudatory States amounting to Rs. a. p.
 (c) Ditto ditto ditto ditto 0 6 6
 (d) Ditto ditto ditto ditto 13 5 0
 (f) Ditto ditto ditto ditto 23,054 8 10
 (g) Ditto ditto ditto ditto 249 1 10
 (i) Ditto ditto ditto ditto 324 6 0
 (j) Ditto ditto ditto ditto 520 0 0
 (k) Ditto ditto ditto ditto 189 2 6
 (e) Ditto ditto ditto ditto 1,063 8 9
 † This represents recoveries effected by receipt from various sources.
 * Ditto ditto ditto

STATEMENT II.—EXPENDITURE DISTRIBUTED UNDER THE HEADS PRESCRIBED BY THE CENSUS COMMISSIONER ACCORDING TO (a) COMPTROLLER-GENERAL'S AND (b) DEPARTMENTAL ACCOUNTS.

Main head.	Sub-head.	Expenditure according to the Comptroller-General's accounts				Expenditure in 1920-23 according to the Departmental accounts	Difference
		1920-21.	1921-22	1922-23	Total.		
1	2	3	4	5	6	7	8
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
A.—ENUMERATION.	I.—DISTRICT CHARGES ..	765 4 2	21 11 0	...	786 15 2	622 0 6	-164 14 8
	1 District office establishment.	30 0 0	...	...	30 0 0	30 0 0	
	2. Remuneration of Census officers	140 8 0	...	...	140 8 0	140 8 0	
	3. Travelling allowance of Census officers.	81 7 0	21 11 0	...	103 2 0	89 9 0	-13 3 0
	4 Contingencies—						
	(a) Petty stationery	154 5 8	.	.	154 5 8	3 0 0	-151 5 8
	(b) Postage	.	.	.	.	.	...
	(c) House numbering	.	.	.	.	.	...
	(d) Freight	118 6 0	.	.	118 6 0	118 6 0	
	(e) Miscellaneous	240 9 6	...	...	240 9 6	240 9 6	
B.—TABULATION OF THE RESULTS.	II.—PRESS CHARGES ...	14,795 4 2	...	...	14,795 4 2	18,460 6 1	+3,665 1 11
	5 Paper	11,031 15 2	...	...	11,031 15 2	14,667 1 1	+3,665 1 11
	6 Carriage of paper to Press	.	...	...	.	0 12 0	+0 12 0
	7. Printing—						
	(a) At Government Presses	3,510 10 6	.	.	3,510 10 6	3,510 10 6	
	(b) At private Presses	252 10 6	.	.	252 10 6	251 14 6	-0 12 0
	8. Despatching	.	...	...	.	.	...
	TOTAL A.—ENUMERATION.	15,560 8 4	21 11 0	...	15,582 3 4	19,082 6 7	+3,500 3 3
C.—SUPERINTENDENCE.	III.—OFFICE CHARGES ...	2,917 8 8	1,82,557 1 9	8,328 2 7	1,93,802 13 0	2,16,948 9 2	+23,145 12 2
	9. Correspondence and accounts establishment.	.	6,409 2 6	...	6,409 2 6	12,431 9 7	+6,022 7 1
	10. Menial establishment	...	3,324 9 7	121 0 0	3,445 9 7	3,445 9 7	
	11. Working staff including Superintendence—						
	(a) Officials	.	24,720 2 3	1,106 3 0	25,826 4 3	42,949 9 4	+17,123 5 1
	(b) Non-officials	.	1,40,429 1 10	7,152 5 9	1,47,581 7 7	1,47,581 7 7	
	12. Travelling allowance	81 8 0	1,378 7 6	...	1,467 15 8	1,457 15 6	...
	13. Contingencies—						
	(a) Rent	.	373 9 0	...	373 9 0	373 9 0	
	(b) Furniture	2,417 7 2	1,117 13 6	-5 0 0	3,580 4 8	3,580 4 8	
	(c) Stationery	.	.	...	.	.	...
	(d) Postage and Telegrams	.	457 14 0	.	457 14 0	457 14 0	
	(e) Freight	189 15 6	1,361 1 2	.	1,521 0 8	1,521 0 8	
	(f) Miscellaneous	248 10 0	2,947 4 5	-46 5 2	3,149 9 3	3,149 9 3	
	IV.—PRESS CHARGES	15,757 3 4	473 9 9	...	16,230 13 7	16,230 13 7	
	14 Paper for slips	15,757 3 4	...	...	15,757 3 4	15,757 3 4	
	15 Paper for compilation	.	300 8 3	...	300 8 3	300 8 3	
	16. Carriage of paper	.	.	...	.	.	
	17. Printing—						
	(a) At Government Presses	.	173 1 6	...	173 1 6	173 1 6	
	(b) At private Presses	.	.	...	.	.	
	18 Despatching	.	.	...	.	.	
	TOTAL B.—TABULATION OF THE RESULTS.	18,674 12 0	1,83,030 11 6	8,328 2 7	2,10,033 10 1	2,33,179 6 3	+23,145 12 2
	V.—PERSONAL CHARGES	12,455 3 3	11,815 7 9	6,914 8 2	31,185 3 2	70,565 9 3	+39,379 13 7
	19. Pay of Superintendent	5,580 10 3	6,262 14 3	3,366 7 2	15,709 15 8	47,409 13 9	+31,309 13 1
	19 (a) Pay of Personal Assistant to Superintendent.	...	...	...	...	8,070 0 0	+8,070 0 0
	20. Deputation allowance of Superintendent.	3,348 6 2	3,600 0 0	2,358 1 0	9,306 7 2	9,306 7 2	
	20 (a) Deputation allowance of Personal Assistant to Superintendent.	...	1,040 0 0	600 0 0	1,640 0 0	1,640 0 0	
	21. Travelling allowance of Superintendent.	3,526 2 16	801 13 6	...	4,328 0 4	4,328 0 4	
	21 (a) Travelling allowance of Personal Assistant to Superintendent.	.	110 12 0	...	110 12 0	110 12 0	
	VI.—ESTABLISHMENT AND OFFICE CHARGES.	10,874 2 10	9,865 13 7	5,675 9 0	26,415 9 5	27,197 11 11	+782 2 6
	22. Superintendent's office establishment	3,524 5 6	6,743 12 4	3,580 12 6	13,848 14 4	14,531 0 10	+782 2 6
	23. Travelling allowance of establishment.	515 2 1	389 1 3	688 2 0	1,592 5 4	1,592 5 4	
	24. Printing—						
	(a) At Government Presses	...	.	.	.	.	
	(b) At private Presses	...	.	.	.	.	
	25. Contingencies—						
	(a) Rent	...	...	...	...	...	
	(b) Furniture	889 9 0	226 15 0	.	1,126 8 0	1,126 8 0	
	(c) Stationery	4 0 0	475 6 11	17 2 6	496 9 5	496 9 5	
	(d) Postage and Telegrams	1,487 12 6	766 0 0	220 5 6	2,474 0 0	2,474 0 0	
	(e) Freight	40 7 0	415 2 0	127 4 0	582 13 0	582 13 0	
	(f) Miscellaneous	4,402 14 9	849 8 1	1,042 0 6	6,294 7 4	6,294 7 4	
	TOTAL C.—SUPERINTENDENCE.	23,329 6 1	21,681 5 4	12,590 1 2	57,600 12 7	97,762 12 2	+40,161 15 7
	TOTAL A	15,560 8 4	21 12 0	.	15,582 3 4	19,082 6 7	+3,500 3 3
	TOTAL B	18,674 12 0	1,83,030 11 6	8,328 2 7	2,10,033 10 1	2,33,179 6 3	+23,145 12 2
	TOTAL C	23,329 6 1	21,681 5 4	12,590 1 2	57,600 12 7	97,762 12 2	+40,161 15 7
GRAND TOTAL		57,564 10 5	2,04,733 11 10	20,918 3 9	2,83,216 10 0	3,50,024 9 0	+66,307 15 0