ADMINISTRATIVE REPORT

ON

THE CENSUS OF ASSAM,

1901,

PART III.

BY

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ADMINISTRATIVE REPORT

ON

THE CENSUS OF ASSAM, 1901.

CHAPTER I.

THE ENUMERATION.

Preliminary Arrangements.

The Enumeration. Preliminary Arrangements.

IT is obvious that the first step to be taken by the officers who are entrusted with the numbering of the people is to ascertain who and what it is that they have got to census, and the foundation upon which the whole of the subsequent operations are built up is the register which shows the number and size of the villages existing in each district. Till this is prepared, it is impossible to divide the province up into the blocks and circles which are the basis of Census administration, or to form any estimate of the number of forms that will be required other than one based on the actual amount consumed ten years before. In the report for 1891, it was pointed out that in districts like Sylhet and Goalpara, which are subject to heavy floods, and which are not provided with any revenue establishment in the mufassal, some difficulty must of necessity be experienced in preparing this register in due time if instructions are not issued till after the appointment of the Provincial Superintendent of Census Operations, and, in consequence of this suggestion, orders were issued in December 1899 for the preparaion of at register in the following form :

Preparation of the general village register.

Serial No.	Name of village.	Whether inhabited or not.	Names of inhabited villages or hamlets.	Number of houses in each village.	Persons suitable for appointment as				No. of Census Circle and block.
					Supervisors.		Enumerators.		
					Name.	Profession.	Name.	Profession.	
1	2	3	4	5	6	7	8	9	10

Deputy Commissioners were informed that in tracts which had been cadastrally surveyed the areas which were treated as villages at the survey should be taken as census villages ; elsewhere they were allowed to use their own discretion as to the meaning to be assigned to the term, but were told to take the villages recognised as such at the last census as a general guide.

2. In Assam Proper, *i.e.*, in the five upper districts of the Brahmaputra Valley, and in Cachar, the work presented little difficulty. Nearly all the cultivated land is cadastrally surveyed, and the village register was written up by the mandals and *patwaris* for their circles and submitted through the tahsildar or mauzadar. In Kamrup the additional precaution was taken of sending out the old village census lists from the office for revision ; but this course was not generally followed, and is not in my opinion necessary in cadastrally-surveyed mauzas. Great care had to be taken to see that no settlements were overlooked in the more jungly and sparsely-populated tracts, where little colonies of *ex*-garden coolies, Nepalese graziers, and the wilder forest tribes sometimes succeed in evading the vigilance of the fiscal authorities ; but District Officers were fully alive to the necessity for unearthing these squatters, and so continuous and thorough was the inspection which was carried on right

Method of preparation.

The Enumeration.

Preliminary Arrangements.

up to the census night that it is doubtful whether a single house was overlooked. In Sylhet and Goalpara, where the greater part of the land is permanently settled and the police are the only mufassal agency, the preparation of the register was a matter of greater difficulty. In Goalpara lists of villages were first prepared by the police and sent in to headquarters, where they were compared with the village lists of the last census and returned to be re-tested on the ground during June and July, a season of the year which was not found very suitable for operations of this nature: in Sylhet, the registers of 1891 were taken as the basis for the new register, and carefully tested on the ground by all the officers available for the purpose.

In the Garo, Naga and Lushai Hills the general village register was written up from the revenue registers, which are tested so carefully each year for house tax purposes that they could be accepted as correct; but in the Khasi and Jaintia Hills, where the greater portion of the district consists of independent territory, the Deputy Commissioner had to rely upon the Seims and Sirdars for the verification and correction of the registers of 1891. All officers were most assiduous in their examination of the work, and the result, I am convinced, fully justified the labour bestowed upon it. A gentleman who was out in January with the Kheddah Department in the dense jungles to the south of Nowgong, informed me with some surprise that he had seen a number on every hut, however isolated, and the Deputy Commissioner of Darrang, who made a tour through the jungle-covered *churs* of the Brahmaputra, failed to discover any settlement that had not been visited.

Form of the register.

3. On a future occasion, however, I should be disposed to omit column 4, which shows the names of the hamlets included in the village. In a cadastral village the information is obviously not required, and in non-cadastral areas the hamlet should either be treated as a separate village or its name should be omitted altogether. The inclusion of this column led some officers to treat hamlets as villages, and in one subdivision a serial number was assigned to them, and it was proposed to issue a separate book, even for hamlets consisting of two or three houses. The village is the unit of abstraction, and must therefore be enumerated in a separate book, but it is obviously a mere waste of time to treat as a separate unit, for which a separate total will be prepared, a place that contains four or five and sometimes only a single house, and anything calculated to give rise to this error should be avoided. This erection of hamlets into villages produced an abnormal increase in the demand for covers, and tended to make work all round, and instructions were accordingly issued to amalgamate all groups of less than ten houses with the larger village with which they had been combined to form a block.

Definition of a village.

4. In cadastral areas the cadastral village was taken as a village for census purposes, as it is a unit the boundaries of which are well known and can be readily ascertained, and it is desirable for administrative purposes that the population of this unit should be known. Elsewhere the definition usually adopted was a collection of houses bearing a separate name, but in the Mikir and Garo Hills the group of houses was replaced by a tract of country. According to the Deputy Commissioner of Nowgong—"In the Mikir Hills, if there is one isolated house, it has its local *gaonbura*, and as every Mikir village is known by the name of its *gaonbura*, its name changes every time a *gaonbura* dies," while in the Garo Hills a village is said to consist of a tract of country containing an indefinite number of houses, which are dotted about on adjacent hills. The standard definition is said to have worked well enough on the whole, and small 'villages' were amalgamated, if they did not contain the prescribed number of houses.

The circle list.

5. As soon as the general village register had been completed and tested, and the approximate number of houses to be censused in the district had been ascertained, steps were taken to divide each subdivision up into charges, circles and blocks, and the general village register was recast in the form of the circle list. In Assam Proper the large revenue establishments rendered it possible to form charges, which were as a rule of less than five thousand houses, the average varying between 6,132 houses in Darrang and 3,102 in Kamrup; but the great distances to be traversed and the large areas of waste and jungle rendered these by no means as easy to manage as might be imagined. In Cachar the average charge was less than 5,000 houses, but in Sylhet it rose to over 14,000. The standard maximum fixed for a circle was 500 houses, and this number was not as a rule exceeded,—though in Nowgong the Deputy Commissioner preferred quality to quantity, and formed each mauza into a circle under the charge of the mauzadar, who was given an assistant when the circle was a heavy one to assist him in the work, but not to relieve him of the responsibility.

Charges and circles.

The Enumeration.

Preliminary Arrangements.

6. Fifty houses were selected as the maximum number for a block, provided that they were situated in close proximity, and when they were scattered the number was reduced. It was not, however, possible to adhere to this maximum in all cases, and there is some difference of opinion as to the extent to which it can be safely exceeded. An experiment made by me in Dhubri town led me to think that an enumerator would not be able to properly correct the record of more than ten houses in an hour, and this view is confirmed by the Superintendent of the Census of 1891, who found that the time taken between calling up the inmates of one house and performing the same operation at the next, never took less than five and very often occupied as much as seven minutes and a half. The Deputy Commissioner of the Garo Hills, however, reports that an enumerator, whom he accompanied round a block of 49 houses in Tura on the census night, completed the work in three hours, and he is of opinion that one enumerator should easily accomplish the enumeration of 70 houses, supposing the preliminary enumeration to have been carefully made and checked. It would no doubt be possible for an intelligent man in the mufassal who had brought his record up to date a few days before the census, to manage sixty or even seventy houses if they were close together, but the more work a man is given to do the more carelessly is it likely to be done. Most District Officers are of opinion that fifty is a maximum which should not be exceeded if it is possible to avoid doing so, while the Subdivisional Officer, Jorhat, goes so far as to condemn this number as too high, as fresh houses are always liable to be built before the census night. This liability to increase is a point which should always be borne in mind. The blocks are formed on the data supplied by the first count of houses, but when the houses came to be numbered it was found that the original estimate was in many cases too low, and fresh blocks had frequently to be formed at some inconvenience, which could have been avoided had a margin been allowed for increase.

The block.

7. In Assam Proper, the charge was usually a group of mauzas; in Cachar, a pargana; and in Sylhet and Goalpara, a thana or outpost, which when very large was subdivided. The tea-gardens in each district were also, as a rule, formed into a separate charge under a European Officer. In forming charges and circles, great care was taken to see that their boundaries did not cut those of the administrative unit, whether mauza, tahsil, thana or pargana, and, though a mauza often consisted of several circles, one circle was never allowed to fall in two mauzas or thanas. The block was a purely census division, and, when necessary, two villages or parts of two villages were amalgamated to form a block, but in such cases a separate book was issued for each village, so that there might be no difficulty in obtaining village totals in the abstraction office.

Boundaries of census divisions.

8. As the charges, circles and blocks were formed they were marked off on a map of the subdivision, which was usually on the scale of one inch to the mile, and charge superintendents and supervisors were supplied with extracts from this map for their charges and circles. By this means it was possible to arrange for the boundaries of all the census divisions to be coterminous, and great pains were taken to impress upon supervisors and enumerators that they were not responsible for a certain collection of houses, but for a tract of land with which it was their duty to make themselves thoroughly familiar. There seems no reason to doubt that these instructions were fully complied with, and the amount of touring and testing done by superior officers was such that District Officers seem to be warranted in their opinion that the census was as complete as it was possible for it to be.

Maps.

9. In the Imperial Census Code, the proposal to issue the definition of house, with the instructions for the preparation of the general village register, was negatived, and local officers were accordingly allowed to exercise their own discretion in the matter. The result was not, however, entirely satisfactory, and the difference between the preliminary house-counting and the result, as ascertained when the houses were numbered, was very considerable, amounting to no less than 165,328. In Assam a house can be regarded as a collection of buildings in one compound, or the buildings occupied by one family, the first in the Bengali-speaking districts being styled the *bari*, the second the *khana*; but for reasons which have been set forth at length in the Census Report for 1891, the second definition is more suitable for this province. Some charge superintendents, however, took the *bari* instead of the *khana* as the house, with the result that the blocks had to be rearranged when the correct definition was applied, and on the next occasion I would recommend that this broad distinction should be explained to the officers responsible for the first count of houses.

Discrepancy between first and second count of houses.

10. Statement No. I appended to this chapter shows the number and size of the charges, circles and blocks in each district. Taking population as the standard of measurement, the smallest charges

Size of charges, circles and blocks.

The Enumeration.

Preliminary Arrangements.

in the plains were in Kamrup, with an average of 15,107, and Lakhimpur, with an average of 17,686 souls; the largest were in the permanently-settled districts of Goalpara (30,803) and Sylhet (72,318). Population, however, is by no means a good test of the work and responsibility entailed upon a superintendent, the measure of which largely depends on the intelligence of his subordinates, the area of jungle, and the number of foreigners in his charge, and, if these factors are taken into account, Lakhimpur would probably come at the head instead of almost at the bottom of the list. The largest plains circles were in Nowgong, where the Deputy Commissioner, as I have already explained, did not wish to subdivide his mauzas; the smallest in Darrang with 1,405 persons only. Cachar had the smallest blocks (176 persons), Darrang the largest (201 persons), but even the last named average is a very low one. In the hills, the largest blocks were found amongst the Nagas, where on the average 1,652 persons were assigned to one enumerator. This, however, is no criterion of the size of the non-synchronous blocks, the average for which varies with the number of synchronous blocks. For non-synchronous areas only, the average was 1,780 in the Garo Hills, 525 in the Khasi and Jaintia Hills, and in the Naga Hills 3,179.

Personnel of census officers.

11. Statements Nos. II, III and IV show the *personnel* of the charge superintendents, supervisors and enumerators, respectively.

The instructions provided that charge superintendents should, as a rule, be officials, and no difficulty was experienced in finding a sufficient number of suitable men, except in the permanently-settled portions of the province (Sylhet and Goalpara), where the police were the only agency available. Out of 237 of these officers, only 28 were non-officials and 19 of these were railway employés, the great majority of the officials being members either of the gazetted district staff or of the police and education departments. The names of persons suitable to serve as supervisors and enumerators had been recorded at the time when the general village register was prepared, and over the greater part of the plains portion of the province there was no lack of qualified men who worked willingly and without pay, though in some of the outlying tracts of the Kamrup, Goalpara and Lakhimpur districts, blocks of more than fifty houses had to be formed in consequence of the want of persons qualified to act as enumerators. Very few objections to appointment were made, and in the great majority of cases the claims for exemption put forward were found to be reasonable, and District Officers, as a whole, were not hampered by an insufficient or unwilling staff. As on previous occasions, the supply of educated men in the Naga, Khasi and Jaintia and Garo Hills was too small to allow of the taking of a synchronous census, but the amount spent on payment to enumerators was reduced from Rs. 2,266 to Rs. 1,927.

Thirty per cent. of the supervisors were officials, the great majority of whom were members of the land revenue establishment; and, as is only natural in an agricultural country, the larger part of the non-official supervisors were directly connected with the land, garden managers and zamindars and their staff, *mirasdars* and cultivators forming 57 per cent. of the whole. Of the 28,413 enumerators, nine-tenths were non-officials, 77 per cent. of whom were agriculturists of different grades. The only other non-official class represented in at all large numbers were traders, who formed 5 per cent. of the non-official enumerators.

Appointment and training of census staff.

12. Charge superintendents were appointed in most districts in June, and supplied with maps of their charges and extracts from the circle list, and supervisors received their *parwanas* in August or September. The instructions to enumerators printed on the back of the cover had been deliberately simplified, as it was thought, and in my opinion rightly, that men of this class could not be trusted either to read or understand written instructions; but the brevity and simplicity of the printed rules made their amplification and elucidation all the more necessary. Charge superintendents and supervisors were supplied with codes,* which had been specially prepared for their use, and at the beginning of the cold weather meetings were called, and the Deputy Commissioner or Subdivisional Officer explained to them the rules for filling up the census schedule and the duties and responsibilities which had been assigned to them. One District Officer is of opinion that each charge superintendent should be supplied with a copy of the provincial code, but this code must of necessity contain a good deal of matter with which charge superintendents are not concerned, and there is some chance of their overlooking important orders, if they have to be picked out of a lot of more or less irrelevant matter. The greater part of the chapter on special arrangements might, however, have advantageously been included in the superintendent's code, and more copies of the provincial code should certainly have been printed. Only one hundred

* Copies were issued in English in August, in Bengali in September, and in Assamese at the beginning of October.

The Enumeration.

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copies were struck off in 1900, but double this number would not be excessive. When the charge superintendents had thoroughly mastered the rules, they trained their subordinates and tested their work, and throughout the whole of the cold weather the executive officers of all departments were engaged in inspecting the work of the supervisors and enumerators. Mr. Emerson, the Assistant Commissioner at Gauhati, writes—"With the exception of a week spent at Gauhati, I was constantly on tour from the 29th December to 26th February, and visited eight out of the ten tahsils in the sadr subdivision. I examined the progress of the work, and instructed the supervisors and enumerators individually. Those who understood the work, and could write out their schedules properly, were allowed to go to their blocks; the others were retained for some time. In this way, I instructed practically all the supervisors and instructed or examined the work of about eighty per cent. of the enumerators." Equally good work was done in other districts, not only by the Deputy Commissioner and his immediate staff, but also by the officers of other departments, who in the course of their tours examined and corrected the census work. Between November and January I held meetings of charge superintendents at sixteen out of the nineteen district and subdivisional headquarters in the plains, and was much impressed by the interest taken in the work, an interest which occasionally took the form of the proposition of the most ingenious conundrums. Great stress was laid upon the necessity of filling up experimental schedules, as there is no more satisfactory method of exposing the ignorance of the writer both to himself and to the inspecting officer and of teaching him what he ought to do. The labours of these officers did not fail to bear good fruit, and, though there were of course many instances in which the entry in the schedule was not correct, this was due not so much to the ignorance or carelessness of the enumerators as to the special difficulties with which they were confronted when dealing with coolie immigrants who could not state either their caste or the district in which they were born correctly. This special form of difficulty will, however, be discussed at greater length in connection with the preliminary enumeration.

House numbering.

13. The definition adopted in 1890 was employed on the present occasion, and a house was declared to be "the homestead, consisting of one or more buildings occupied by the members of one family living under a common head with their servants." The suitability of this definition is discussed at length in the Census Report of 1891, and I see no reason to dissent from the conclusion therein arrived at, that it is the best which can be devised for this province. In the case of Europeans and Eurasians, however, the bungalow was treated as one house, and the servants' quarters were separately numbered. I may here note, as the point was not brought out with sufficient clearness in the census code, that these quarters should be treated like police and coolie lines, which with jails and asylums formed an exception to the general rule, and a separate number should be given to each quarter that has an independent entrance from the common way. In towns where a house tax was levied a house was defined as a building separately assessed to municipal taxation, but neither in towns nor in the country in Assam is the question of houses or house room of any great importance. The materials required for the construction of a house cost little or nothing, and there is, as a rule, no lack of suitable building sites, so that there is no chance of overcrowding, and no one has any difficulty in obtaining the accommodation he requires.

Date of commencement of house numbering.

14. October 15th was the date fixed for the commencement of house numbering, and one month was allowed for the completion of the work. The date originally fixed proved suitable, and the work was finished in almost all districts by the 1st of December. Paper tickets were prohibited except in the non-synchronous tracts in the Naga Hills, where the houses were only numbered at the time when the enumeration books were filled up, and the usual medium employed was lime or coal-tar. The latter was the clearer and more conspicuous of the two, but lime was always easily obtainable, and the total cost to Government for house numbering outside municipalities did not exceed fifty rupees, the villagers in the plains districts providing the material free of charge. The superintendent of one charge in the Khasi and Jaintia Hills, the Revd. Dr. Roberts of Cherra, generously paid all bills submitted for his charge himself, expressing himself glad of the opportunity to do anything within his power to aid a Government that does so much for the country; and this ready co-operation in the census work by the expenditure not only of time but of money was most conspicuous amongst all the volunteer census officers, both Native and European.

System of numbering.

15. The series of numbers ran for the village, the first number of the block being painted inside a triangle and the last inside a square. At the next census it would be better, I think, to number

The Enumeration.

houses by the block instead of by the village. Nothing, as far as I can see, is gained by numbering by the village, and the disadvantages of this procedure are well brought out by the Deputy Commissioner of Nowgong, who observes in his report—"The numbers should not run serially for the village, but serially for the block. There is much less risk of confusion if every enumerator has his own set of numbers, and in large villages each enumerator can begin his numbering independently of the rest. I have dwelt on this question, because, though it may not seem of much importance, I know that in practical working, the serial numbering of the village much increases the difficulty of house numbering, and adds materially to the risk of confusion, while it has no compensating advantages." There is, in my opinion, much force in these remarks: all that is required is one number for the house, which should run serially for the block, and anything which tends to complicate the work should be carefully avoided.

Census of Cantonments, Railways, Tea-gardens, Steamers, etc.

Testing the house numbering.

16. It is obvious that, if a house be left unnumbered, the chances of its occupants escaping enumeration are very considerable, and great stress was laid upon the necessity for continual inspection right up to the census night. The results were, I consider, eminently satisfactory. The Deputy Commissioner, Nowgong, writes as follows: "I believe the house numbering to have been very carefully tested. In December I travelled right across the *chapori mahals*. Although much of this country is very jungly, all the houses, down to the smallest *pams*,* had been numbered. I found one or two unnumbered houses which had been just built, but the enumerator invariably knew all about them, and was arranging to go and number them. In January I toured through the Mikir Hills, checking the work everywhere. I was surprised to find how accurately it had been done in this out-of-the-way and difficult country. Numbers were affixed not only to houses but to all places, such as large trees, where people might be sleeping on the census night, and this branch of the work was, I am convinced, done with great thoroughness and accuracy."

Numbering of railway houses and pams.

17. The standard definition of a house could not, however, be always adhered to in the coolie camps formed along that part of the railway line which was under construction, and the authorities were allowed full discretion to number or not, as they thought fit, the grass huts and lean-to's temporarily occupied by the coolies, and to census the people either by houses or gangs. I had some doubt, too, about the propriety of numbering the *pam* houses which many of the Assamese *raiyats* build near their outlying cultivation, and occupy during a few weeks in the year, as their inclusion in the return artificially swells the list of occupied houses; but this I considered a lesser evil than the risk of the omission of the inmates if the houses remained unnumbered. In some districts it was considered unlucky to paint numbers on the houses themselves, and the occupants provided pieces of wood for the purpose; while in parts of the Khasi and Jaintia Hills it was thought that the house number might have a prejudicial effect on the health of any children who might be lying ill of measles in the house, or that it was a cunning device to induce the people to change their religion.

Writing of the block lists.

18. While numbering the houses, the enumerators wrote up the block lists, which in Assam were in a somewhat simpler form than that prescribed for the rest of India; as, the family and the house being practically identical, the only result of inserting a column to show the number of families in the house would have been to confuse the minds of the enumerators. Following the practice of the last census, in which bound books of forms were used, loose sheets of the block list were issued for this purpose, but this was hardly necessary, as the block list could have been stitched up with the schedules and cover which were afterwards issued, and no loose copy was required. The supply of block lists was, however, in every way excessive, as will be pointed out in the paragraph on forms.

Census of Cantonments, Railways, Tea-gardens, Steamers, etc.

Census of cantonments.

19. The census of cantonments was undertaken by the Military Department and presented no difficulties except with regard to the supply of forms. These were required in Nagri and Hindi, and were obtained, through the courtesy of the Superintendent of Census Operations, North-Western Provinces, from the Government Press at Allahabad; but, owing to some delay in the submission of indents, they did not reach this province till the end of January.

It would be a great convenience if on a subsequent occasion arrangements could be made to have the schedules written up either in Assamese or Bengali, as the use of

* Temporary houses erected near cultivation at some distance from the cultivator's home.

any other kind of language necessitates not only the supply of special forms, but the entertainment of special clerks for abstraction work. The cantonments are all situated in towns, where there is an ample supply of literate persons, and Deputy Commissioners would, I should imagine, have no difficulty in lending the military authorities enumerators to fill up the record in one of the recognised vernaculars of the province.

Railways.

20. Railways, or, to speak more correctly, the Assam-Bengal Railway, gave, however, a good deal more trouble. Under the instructions laid down in the Imperial Census Code, the responsibility for the census was vested in the railway authorities, who were requested to send extracts from the register of railway premises to the Provincial Superintendent at the end of August, and indents for the forms required during September. These registers and indents were not, however, received from some of the divisions of the railway till February, and when I travelled up the line in the Surma Valley at the beginning of January, I found that no steps had been taken to number the houses or to instruct the supervisors or enumerators in their duties, and I was compelled to ask the Subdivisional Officer concerned to do what was necessary.

Line under construction.

21. The census of the open line was, however, a comparatively simple affair, the number of people concerned was very small, and there was no difficulty in making the necessary arrangements even comparatively late in the day; but the enumeration of that portion of the line which was under construction was a much more serious matter. I travelled through the North Cachar Hills in January, and found a large population of about 20,000 souls, composed of as heterogeneous elements as the multitude of devout Jews who assembled on the day of Pentecost, living for the most part in small huts and lean-to's not worthy of the name of houses, which were constantly being abandoned as the work progressed. It was useless to number these huts, as the railway authorities informed me that an encampment which was crowded on February 15th might be empty on March 1st, and finally instructions were issued to number all permanent or semi-permanent houses and to lump together all collections of grass huts under a single number. The census was taken by the railway authorities working through their contractors, who enumerated the men by gangs; but, in addition to the regular employés, there was a large floating population of bullock drivers, Sylheti traders, milk-sellers, etc., and to catch these people the line was divided up into sections, the officer in charge being held responsible for seeing that any travellers who might happen to spend the night within his section were properly enumerated. In Nowgong also, there was a considerable railway population engaged on construction, and here the work did not receive the attention from the railway authorities that it deserved. This is, however, hardly to be wondered at, as an engineer busily engaged in the construction of a railway through an inhospitable country can scarcely be expected to fully appreciate the importance of a census. The matter is one which calls for careful handling, as it is not possible to make the necessary arrangements long beforehand, yet, if left to the last moment, there is a very appreciable risk that they may be overlooked altogether, and an inspection made on February 19th revealed that the work was in a most backward condition. A trained clerk was then obtained from the Deputy Commissioner's office, who supervised the census itself and remained at the headquarters of the charge till the enumerators' abstracts were ready. This was a most necessary precaution, as the totals of the Sibsagar district were delayed for three days, and were not telegraphed to Calcutta till March 8th, owing to the non-receipt of figures from the railway. These special difficulties are not likely to recur at the next census; but if there is at that time any railway under construction in the province, the District Officers concerned should be warned that it is not safe to rely entirely upon the railway authorities to make the necessary arrangements.

Tea-gardens.

22. The census of tea-gardens was entrusted to the managers, who were held responsible for all persons residing on their estates, whether working there as coolies or not. They were supplied with a special set of instructions both in English and in the Vernacular, and Deputy Commissioners were asked to arrange to have each garden visited, if possible, more than once. Where gardens could not be inspected, sample schedules were filled up, sent in to the Subdivisional Officer, and returned after correction, but the number of cases in which it was necessary to have recourse to this system was small. The managers readily responded to all the calls made upon them, and the Deputy Commissioner of Lakhimpur, the most important tea district in the province, writes: "I cannot too strongly express my gratitude to the Dibrugarh planters for the assistance they gave me, and the ungrudging way in which they met my wishes," and though of course difficulty was experienced with regard to the caste and birthplace of the coolies, thanks to the hearty co-operation of the managers the census of tea-gardens proved from an administrative point of view a very easy matter.

The Enumeration.

Census of Cantonments, Railways, Tea-gardens, Steamers, etc.

Inland steamers.

23. Arrangements were made for the census of mail and cargo steamers by the Superintendent of Census Operations, Bengal, in communication with the officers of the company; but in addition to this, training stations were opened at Gauhati, Tezpur and Dibrugarh for the benefit of the steamer clerks who acted as enumerators. These men are much above the standard of intelligence of the ordinary enumerator, and the authorities might have been forgiven for assuming that for them oral instruction would not be absolutely necessary. The results, however, showed that this was far from being the case, and on visiting the steamer lying at Gauhati on the census night, I found the enumeration book full of errors. Fortunately, the native passengers had not left the boat, and I was able to get the book re-written, and I subsequently found that this was one of the few vessels that had not come under instruction. Only one other case has come to my notice of gross disregard of the rules by a steamer enumerator, but it is particularly necessary to guard against any errors in these schedules, as when once a passenger has disembarked it is impossible to correct any mistakes or supply any omissions. For this reason, it would be desirable, if possible, to arrange for the instruction of the staff at their headquarters at Goalundo, as in Assam, the steamers generally arrive at their halting place late in the evening, and leave at daybreak the next morning, and the officer deputed to instruct the steamer staff has some temptation to scamp his work. On the mail steamers, the record was filled up during the day for the crew and all persons who intended to spend the night on board, and was brought up to date between 7 p.m. and midnight. Passengers leaving the steamer after being censused were provided with a pass, and all persons coming on board were censused, unless they could show that they had already been enumerated elsewhere. On the following morning, the enumeration book was made over to the Babu at the ghat at which the steamer had been lying for the night for transmission to the nearest Magistrate. Feeder steamers plying on the smaller rivers of the province and stationary flats were censused by the district staff, who were supplied with lists of the small steamers, to ensure that none were omitted.

Boats.

24. Lists of recognised ghats were prepared in each district, and charge superintendents and supervisors, when testing the circle list, were warned to be careful to see that all ghats were included in it. Small ghats were amalgamated with the adjacent block, larger ones were provided with a special enumerator. Patrol stations were also established on the larger rivers to census boats which did not come in to the bank, and when a river formed the boundary between two districts, the population of boats going up stream was credited to one district and of those going down to the other, the patrol censusing both up and down boats indifferently, but entering the names in different books. On the larger rivers the enumerators were required to visit their ghats on three successive days, and census persons found there who had not been enumerated elsewhere. But, as pointed out by one Deputy Commissioner, this arrangement tends to delay the submission of the provincial total, and it would, I think, be better to begin the census at these ghats three days before the census night, and to issue tickets to each boatman to prevent double enumeration. This system was adopted in the case of boats going up and down to the Lushai Hills. There are no intermediate stations between Changsil and Jhalnacherra, so the Subdivisional Officer, Hailakandi, censused all boats leaving Jhalnacherra too late to reach Changsil by March 1st, while the Lushai Hills authorities enumerated the downward boats which would not reach Jhalnacherra by that date.

Other special arrangements.

25. Markets were closed if they fell on dates which would be likely to produce a large travelling population on the census night. Woodcutters were enumerated by the forest department, and patrols were established on the more important roads to census carters and other persons travelling by night. Orders had, however, been issued to all persons to stay at home, and carters on the march had been directed to halt near some village, so that the number of persons to be counted was not large.

Hill tracts.

26. I had hoped that the spread of education during the last ten years might have rendered a synchronous enumeration possible in the range of hills that separates the Brahmaputra and Surma Valleys, but the Deputy Commissioners of these districts all rejected the suggestion as impracticable. In the Naga and Garo Hills the supply of literate men qualified to act as enumerators is very small; and though in the Khasi and Jaintia Hills the labours of the missionaries have borne good fruit, the educated classes tend to congregate at the centres of population, and there is great difficulty in finding literate men in the outlying villages. In the Garo Hills a further obstacle is to be found in the way in which villages are scattered over the face of the country, a fact which would necessitate a minute subdivision of blocks if a synchronous census were to be attempted

and which proves an insurmountable obstacle in a district in which education is in a backward condition. The headquarters station and the main cart roads of these districts were synchronously censused, and in the Khasi and Jaintia Hills, Cherrapunji, Jowai, Shella, and seventy other villages were dealt with under the ordinary rules; but elsewhere the enumeration was spread over a longer time—in the Naga Hills ten to fourteen days, in the Khasi and Jaintia Hills district eighteen days, and six weeks in the Garo Hills. The Enumeration. The Preliminary Record.

In the Mikir and North Cachar Hills the difficulties described above were overcome by arranging that the enumerator, when filling up the preliminary record, should enter the names of all persons who usually reside in the house, unless they were expected to be in some district where the ordinary procedure was in force on the census night, and all visitors from synchronous areas who were not likely to return home before March 1st (visitors from non-synchronous areas were not entered, as they would be censused in their own homes). On March 1st the enumerator took up his position at some central place in his block, and on the 2nd the headmen of the various hamlets came in and enabled him to bring his record up to date by reporting all changes due to births and deaths and arrivals from and departures to synchronous areas subsequent to the date of his visit. This system seems to have worked well, and I enquired of the Deputy Commissioner, Khasi and Jaintia Hills, whether it could not be adopted in his district in 1911. Captain Herbert is, however, of opinion that it would be unsafe to count upon the attendance of the headmen, who, living, as they do, in independent territory, have less respect for a Government order than our own *raiyats;* but he informed me that the great majority of the blocks formed at the last census could have been checked by the enumerator in a single day, and that there did not seem to be any reason why the census of 1911 should not be a synchronous one, though it could hardly be taken at night.

One hills district, however, was an exception to the general rule. In 1891 it was impossible to form anything more than a rough estimate for the Lushai Hills, and to Major Shakespear is due the credit of arranging that the first census to be taken of this district should follow the ordinary procedure laid down for the rest of India. Events, however, fully justified his decision, and the census taken in these hills appears to have been extremely accurate. The great majority of the enumerators were Lushais, who made careful and willing workers, and proved more satisfactory than their Indian coadjutors, and though some of the blocks were of necessity above the sanctioned size, the enumerators kept their record up to date from day to day, and thus had but little to do on the census night.

The Preliminary Record.

27. It is obviously out of the question to leave the filling up of the schedules to the census night itself. Many of the enumerators are men who have no great facility with the pen, and would find it a work of considerable difficulty merely to enter particulars for two hundred three hundred persons in four or five hours; while, even if this obstacle could be surmounted, if the record were not filled up some time before the census night, there would be no time for the superior staff to make the numerous corrections that are necessary. The work was, therefore, begun in the latter half of January, the enumerators going round their blocks and entering all persons who were likely to be living in the house on the appointed day, *i.e.*, omitting visitors who were not expected to stay over the census and inserting the names of others, who, though absent, would return by then. The date fixed for the commencement of the preliminary record was the 20th January for villages and the 1st February for towns, where the population shifts more rapidly, and these dates have been approved by the majority of District Officers. Two Deputy Commissioners are, however, of opinion that sufficient time was not allowed for testing, and there would, I think, be no objection to beginning operations a week or ten days earlier in the mufassal, provided that the enumerator could be relied upon to keep his record up to date, so as to avoid having to make a large number of corrections on the census night. In towns the population changes so quickly that it is useless to begin filling up the schedules more than a month before the date fixed for the final enumeration. Date fixed for commencement of preliminary record.

28. Forms were distributed loose through charge superintendents to supervisors, who made them over to the enumerators and supervised the preparation of the books. My instructions were that five pages of the schedule should be issued for every six houses and one leaf of the block list for every forty-five, but in practice I found this inconveniently elaborate, and on Issue of forms.

The Enumeration.

The Preliminary Record.

another occasion I would issue one page for each house, and a leaf of the block list for each block, as upwards of one hundred houses could be entered on a single leaf by a neat writer. A reserve supply of schedules was also left with each supervisor and charge superintendent to save the necessity for frequent reference to headquarters.

Testing of work done.

29. The method of training the census staff has already been described, and the results were, on the whole, most satisfactory. Almost everywhere the entries were made upon plain paper, and only copied into the enumeration book after they had been tested by the charge superintendent and supervisor, and one enumerator whom I inspected on the census night had not even taken out his book, but was making the necessary alterations in his rough copy, so that he might correct the fair copy at his leisure at home.

Difficulties experienced in filling up the schedule.

30. *Column* 4.—*Religion and Sect.*—Nearly all District Officers are agreed in condemning the attempt to obtain any record of sect, and it is certainly true that the figures returned cannot be accepted without some qualification. The instructions directed that if a man did not know to what sect he belonged, the name of the religion only should be entered; but the enumerators seemed to consider that this would be a confession of weakness on their part, and where a man did not know whether he was a Saktist or a Vaishnab proceeded to arrive at the fact by a process of deduction which unfortunately was frequently based on incorrect premises. Animistic persons who had only recently been initiated into the Hindu faith by Vaishnava Gossains, and low immigrant castes who had not yet fully shaken off their aboriginal practices, were returned as Saktists because they ate meat, and the figures for the various Vaishnavite sects were equally unreliable. It was hoped that it would be possible to obtain a fairly accurate return of the numbers of the Mahapurushia sect, a somewhat bigoted body of men who have a strong prejudice against vaccination; but the figures are, I fear, open to grave suspicion, as in Sibsagar people were classed as Mahapurushias if they did not worship idols, and in consequence a large number of persons were returned under this head whose spiritual leaders regard with some aversion the peculiar tenets of the Mahapurushia faith.

Column 6.—Civil condition presented little difficulty, for the enumerators were warned to be very liberal in their interpretation of the term 'marriage' and to accept the statement of the persons concerned. The word 'Borola' was also restricted to widowers, though in Lower Assam it is often loosely used to describe a man who has not got a wife, as well as one who has lost one. In some districts exception was taken to the rule directing that divorced persons should be shown as widowed, neither enumerators nor enumerated understanding why people whom they knew to be alive should be spoken of as dead. We do not require any column for divorcees in the final tables, but personally I see no objection to their being entered as divorced in the schedules.

Column 7.—Age was of course mere guesswork, and the large number of persons returned at the various multiples of five shows the honesty of the enumerators, who did not pretend to an accuracy to which they could not possibly attain. No one knew his age, and so the enumerators put down the round number that seemed most appropriate; but as in many cases they did not know their own ages they had not even a standard with which to compare the person for whom they were endeavouring to frame an estimate. In some districts enumerators were furnished with a list showing the years in which certain notable local events had taken place, and they were told to ask elderly people "How old were you when Moni Ram Diwan was hanged?" "How old were you at the time of the Phulaguri riots?" and so on; but the fact that the age periods stop at sixty simplifies the matter considerably, and the various centenarians, whose claims to the title were doubtless of the most shadowy description, are hidden in the decent obscurity of 'sixty and over.'

Column 8.—Caste gave a good deal of trouble. The proportion of immigrants in Assam is very large, and as the enumerators often had to write down names which they had never heard before, and which they did not know how to spell, the results were occasionally far from satisfactory. Names of sub-castes and sub-sections, or race names such as Nepali or Gurkha, were often returned as castes. One Deputy Commissioner suggests that at the next census the enumerators should be supplied with a list of all foreign castes. Such a list, however, if all sub-castes and titles were included, would be more than the enumerator could manage, while if the list was not an exhaustive one there would always be the risk of the enumerator insisting upon entering the persons concerned under some one of the names supplied to him, without sufficient consideration of its applicability. The accuracy of the return would, however, be increased by restoring the second column for caste, which would enable the abstracting office to assign to their proper head sub-castes and titles which are common to several of the main castes. There was in addition the perennial difficulty of lower

castes endeavouring to return themselves under higher caste names. The Haris in the Assam Valley were allowed to enter themselves as Brittial Baniyas, as this curious title had not been appropriated by any other community ; but though the request of the Doms or Nadiyals to return themselves as Kaibarttas had been disallowed, there is no doubt that a considerable number returned themselves under this name. In Goalpara Subarnabaniks wanted to be returned as Gandhabaniks and Jugis as Brahmans, while in the Surma Valley the Halwa Das adopted the style Sudra Das or Das, and even endeavoured to get themselves entered as Kayasthas.

The Enumeration.

The Preliminary Record.

Columns 9, 10 *and* 11.—Occupation also proved a stumbling block. In the first place, I found that in the Assam Valley considerable difficulty was experienced in distinguishing between actual workers and dependents, as the women folk of the ordinary Assamese *raiyat* very frequently assist the men of the family in their agricultural occupations, and there was some uncertainty as to how they should be classed. I accordingly issued orders directing that women who helped in out-of-door work or wove clothes for sale should be treated as workers. These instructions were very generally observed, but a considerable number of persons were entered as 'dependent' merely, without specifying the occupation by which they were supported. This, however, was not a very serious omission, as it was always assumed in the slip-copying office, and no doubt in the immense majority of cases correctly, that they were supported by the head of the house in which they lived. Agriculturists, the rent receivers and rent payers of the classified scheme, were subdivided into tenants and those who held land direct from Government, and each of these classes was again subdivided into those who cultivated and those who did not. The instructions contained in the census code as to the detail in which these columns should be filled up were on the whole well observed, but only, I fear, at the cost of great trouble to the superior staff ; and in one district it is said that no less than fifty per cent. of the entries made in these columns had to be corrected. Some of the mistakes indicated a naïve desire on the part of the enumerator to give a literal presentment of the facts : 'Plays in the mud' and 'sucks his mother's breast' were entered in the column against children. 'Goes about and gives false evidence' was returned as a subsidiary, and 'Candidate for appointment' as a principal, occupation.

Column 12.—Birth place was a source of great trouble in the districts in which immigrants were numerous. The most extreme and hopeless case was that of persons who had come to the province as children, and literally did not know where they had been born, but the more common mistake was the entry of some village or town instead of the district of birth. Superintendents and supervisors had been warned to be on their guard against this, and in one district the enumerators were supplied with a list of the districts of India arranged alphabetically ; but in spite of the precautions taken a large number of entries remained which were a source of great trouble in the slip-sorting office. At the next census each enumerator should be supplied with a list of the districts of India arranged alphabetically by provinces, and in doubtful cases he should be told to ascertain the province, and then read through the names of the districts, and make the person enumerated mention the one in which he was born. It is possible that some ignorant foreigner might not even recognize the name of his native district when read out to him, and might select one at random, but there is also considerable risk of error when the district has to be inferred in the sorting office from the name of some place which is often so badly spelt that it might stand for anything, or is the name of a village so small as to find no entry in the Postal Guide. My gazetted assistant displayed considerable ingenuity in amending these corrupt manuscripts, but we were sometimes entirely baffled, and could find no clue to anything smaller than the province. The number of persons whose birth place we could not trace was, however, luckily not large.

Column 13.—*Language ordinarily used.*—A considerable proportion of the population of Assam is bi-lingual, as the Animistic tribes and foreign immigrants often speak Assamese in addition to their mother tongue, and there was occasionally some uncertainty as to which language should be returned. For many of the Assamese villagers, moreover, the population of the world is divided into two groups only, Assamese and Bengali, and the result was that 'Bengali' was the language returned even for immigrants from Madras and the Central Provinces. A list of the dialects commonly spoken in Nepal was circulated for the guidance of the persons in charge of the enumeration of the Gurkha regiments and the Military Police ; but on the next occasion it should be supplemented by a list of the principal dialects spoken in Bengal, the Central Provinces and the North-Western Provinces for distribution in those quarters where immigrants are numerous.

The Enumeration. The Final Enumeration.

Column 14—*Literate or illiterate.*—The languages in which literate were occasionally omitted, but it was then assumed that the language spoken should be entered, and that only. A curious mistake was also made by many Assamese enumerators who returned Assamese as literate in Bengali only ; but in the abstraction office it was always assumed that a literate person was literate in his mother tongue, whether the fact was explicitly stated or not. It is, however, in my opinion, a mistake to fill up this column for illiterates. No mistake was more common in slip-copying than to overlook the entry of a 'জানে,' which was generally buried amidst a host of 'নেজানে,' whereas, had the column remained blank for these persons, every entry of literacy would at once have caught the eye of the copyist and checker. No special difficulties were experienced with regard to the remaining columns. Column 15 was superfluous, and for column 16 there was the usual difficulty in diagnosing cases of leprosy.

The Final Enumeration.

31. The final census took place on the night of March 1st, when the enumerator visited every house in his block, struck out the names of persons who had died or had left the house, and entered the names of newly-born infants or visitors. Large trees under which travellers were in the habit of sleeping had been numbered and treated as houses, and arrangements had been made for enumeration stations and patrols on roads on which there was likely to be much traffic ; but the proclamations which had been issued requesting people to stay at home on that night were seldom disregarded, and the number of persons out of doors was not large. Supervisors were directed to visit as many of their enumerators as possible, to see that they were going their rounds, and district offices were closed to enable Deputy Commissioners to strengthen the supervising staff by the temporary deputation of their clerks. In the more jungly tracts it was of course impossible to make sure that the enumerators actually visited every house in their blocks, but the general attitude both of the census staff and of the people at large was such that there is no reason to suppose that the work was scamped. On this subject, the Deputy Commissioner, Nowgong, remarks—"The people generally did what they could to help : those who had lamps kept them burning, others lighted fires, and in one case a poor woman who had no lamp and could not get wood for a fire, waited on the road with her children for the enumerator to come," and it is obvious that, where the mass of the population were so ready to assist, the enumerators, many of whom were undoubtedly rather pleased with the idea of posing as agents of the Sirkar, would not be likely to wilfully neglect their duties.

The final census.

32. On the morning after the census the enumerators met at some central place in the circle and prepared an abstract showing the total number of occupied houses and of males and females in the block. The instructions provided that this abstract should be independently prepared by three enumerators, and that, if their totals did not agree, the figures should be checked by the supervisor himself. Had these instructions been carried out, it would hardly have been possible for a mistake to have occurred, but the enumerators in some cases counted the numbers of one sex only and deducted that figure from the last serial number in the book, a method which was productive of error, as the serial number was often incorrect. When the supervisor had passed each abstract as correct, it was entered in the circle summary, and after he had satisfied himself that he had received a book for every block and for every village in the block, and that the summary was in order, he proceeded with his enumeration books, summary and circle list, to the charge superintendent, who prepared a similar statement for his charge, which was submitted without delay to the District or Subdivisional Officer. Great stress was laid by the Census Commissioner on the necessity for rapid totalling, and District Officers were requested to telegraph the figures for their districts to Calcutta on March 7th. In only one district was it found impossible to give effect to this order, and the result reflects great credit upon the District Officers, upon whom devolved the difficult task of making the necessary arrangements, in a province where distances are considerable, the means of communication bad, and the whole tone of the people entirely opposed to anything in the shape of hurry or bustle. Summaries were prepared after the preliminary enumeration for remote and jungly tracts, from which it appeared doubtful whether the final figures could be received in time for their inclusion in the district totals on March 7th. Sylhet and the Lushai Hills were, however, the only districts in which it was found necessary to use these preliminary figures, and the number of

Preparation of the provisional totals.

persons for whom they were employed was only 7,564. The difference between the two sets of figures was 88.

The Enumeration.

The Final Enumeration.

The dates on which the various District Officers reported their totals are shown in the table in the margin. The first telegram to arrive was that from the Deputy Commissioner of the Garo Hills, but the prompt preparation of his figures was much facilitated by the fact that the larger part of the district was non-synchronously censused. Great credit attaches to the Deputy Commissioner of Kamrup, who got out the totals for his large and rather unwieldy district by March 6th; but all other officers did remarkably well, and Nowgong was the only district which could not furnish totals by the 7th, the delay being due to the negligence of a single charge superintendent. In 1891 the average time taken to prepare the figures for a district was 17·3 days, but, thanks to the care and attention devoted to the matter by District Officers and their subordinates, this period was reduced to 5·7 on the present occasion, the longest time taken in any district being only 8 days, as compared with 36 in 1891. Accuracy, however, was not sacrificed to speed, as will be seen from the next statement, showing the difference between the population as originally reported and the figures worked out in my office. The provisional totals were 4,142 less than the final figures, the difference between the two being only 6 in 10,000, a difference which for all practical purposes is inappreciable. Goalpara and the Naga and Garo Hills furnished the most accurate returns, and in only one district, the Khasi and Jaintia Hills, was the discrepancy large enough to sensibly affect the proportionate rate of increase and decrease. The chances of error creeping in when a large mass of figures has to be compiled in a limited time are so great, that the results must, I think, be admitted to be eminently creditable to the district staff.

Statement showing the date on which the rough total was reported from each district in the province.

District.	Date of receipt of rough total.	Date of receipt of revised figures.
Cachar Plains ...	7th Mar. 1901	.....
Sylhet ...	7th ,, ,,	.....
Goalpara ...	7th ,, ,,	.....
Kamrup ...	6th ,, ,,	9th March 1901
Darrang ...	7th ,, ,,	8th ,, ,,
Nowgong ...	9th ,, ,,	10th ,, ,,
Sibsagar ...	7th ,, ,,	8th and 9th Mar. 1901
Lakhimpur ...	7th ,, ,,	.....
Lushai Hills ...	7th ,, ,,	.....
North Cachar ...	7th ,, ,,	.....
Naga Hills ...	6th ,, ,,	.....
Khasi and Jaintia Hills	7th ,, ,,	.....
Garo Hills ...	5th ,, ,,	.....
Manipur	5th ,, ,,	.....

Statement showing the difference between the rough total population reported immediately after the census and the population obtained after detailed compilation.

District.	Difference. (The sign + indicates excess over the original figures and – deficit).
Cachar Plains	– 406
Sylhet	+ 2,956
Goalpara	– 31
Kamrup	– 116
Darrang	– 411
Nowgong	– 474
Sibsagar	– 673
Lakhimpur	– 388
Lushai Hills	+ 90
North Cachar	– 152
Naga Hills	– 7
Khasi and Jaintia Hills	+ 3,261
Garo Hills	– 15
Manipur	+ 508
Total for province	+ 4,142

Attitude of the people.

33. No opposition was offered to the census officers, and few, if any, erroneous ideas seem to have been in circulation. Here and there there were suspicions that the census might have some connection with an increase in taxation, and in parts of Sylhet it was supposed to be a prelude to the introduction of the Chaukidari Act, but the general attitude was one of indifference. The following description is given by Captain Halliday of the way in which the census was regarded by the Garos, and it might be applied to the general population of Assam :—

"No opposition was offered to the census, and on the other hand not much interest was taken in it. An interval of ten years since the last census is not much in the life of a people, and the majority of them must have got rid of all their emotions on the subject in 1891. At any rate, they seemed to know what was required of them, and readily gave all the desired information. The Garos were informed that the Maharani desired to know their numbers,—but, from indications, I suspect their thoughts turned instinctively to the question of house tax."

It is obvious that a Census Act is a necessary corollary of a census, as there must be some means of compelling the people to do the work and to supply the requisite information, in the event of their refusing to do so. But it is satisfactory to find that the threat of prosecution was almost invariably sufficient, and that in the whole province only 6 cases were instituted under the Act, and that no less than five of these were subsequently withdrawn. Two other persons were fined under the Indian Penal Code for offences in connection with the census, but it says much for the cheerful and willing spirit of the people and for the tact and influence of the officers concerned with the conduct of the operations, that practically no coercive measures were necessary.

The Enumeration.

Forms.

Before concluding this chapter, I cannot but refer to the excellent service rendered both by officials and non-officials in connection with the census. The main burden of the work fell upon the Deputy Commissioner and his immediate subordinates, but from every district come reports of the loyal and hearty co-operation of the non-official community and of the officers of other departments. Where the general standard was so high, it is difficult to select any names for special mention; but amongst plains officers Major Gurdon in Kamrup, Captain Cole in Tezpur, Mr. Gruning in Nowgong, and Mr. Reid in Lakhimpur, and Mr. Hart and Mr. Majid in the South Sylhet and Habiganj subdivisions seem to have taken special interest in all the arrangements connected with the enumeration. A large number of other gentlemen have been mentioned by Deputy Commissioners in their reports. In South Sylhet, Maulvi Mahammad Abdulla, Extra Assistant Commissioner, and Babu Nabin Chandra Datta, a *mirasdar*, are said to have done particularly well. In Kamrup the work of Babu Subhrendu Mohan Goswami, Supervisor, Public Works Department, is favourably commented upon, and in Nowgong that of Babu Radha Mohan Das, Sub-Deputy Collector, and of Rev. J. M. Carvell, who managed a very difficult charge with conspicuous success. The Deputy Commissioner of Lakhimpur lays special stress upon the services rendered by the Census Officer Munshi Azizur Rahman, and refers to several other gentlemen whose names will be found in the extracts from his report appended to this volume. It is impossible, however, to mention the names of all who have done good work as census officers of different grades, as in every district zeal and efficiency were not the exception, but the rule.

Tours of the Superintendent.

34. Following the practice of other departmental reports, I will here give a brief summary of my tours. In June and August I toured in both Valleys, visiting the headquarters of the eight districts and of eight out of the eleven subdivisions. From November to the middle of January I was again on tour, and inspected the work at the headquarters of each plains district and at nine subdivisions; I also visited Haflong and Sadiya. Kohima, Tura, Manipur and Aijal could not be reached in the time at my disposal, but the close supervision which the comparative leisure of a hills district allows the Deputy Commissioner to exercise over his work does away to a great extent with the necessity for departmental inspection.

Forms.

Estimates for forms.

35. The principal census forms, *i.e.*, the schedules, block lists and covers, were required in such large quantities that it was impossible for them to be printed in Shillong, and on the advice of the Census Commissioner they were obtained from the Caledonian Press, Calcutta. As soon as I assumed charge of the census operations, I took steps for the preparation of the translations, and asked District Officers to submit estimates of their requirements. I had assumed that, as the instructions for the preparation of the general village register had issued in December, the preliminary count of houses would have been finished by April, but in no district did this prove to be the case; and the indents submitted by District Officers had to be revised in my office, and were in most cases recast on the assumption that the population had increased by ten per cent. during the last ten years, that five persons could be entered on each schedule page, and that eight per cent. of schedules should be allowed for the instruction of enumerators and wastage. The increase of population in the province during the decade was so small that this estimate proved to be a liberal one, with the result that I was saved the trouble and expense, described at length by Mr. Gait in the Census Report of 1891, of distributing schedules and block lists up to the very last moment. Block lists were supplied, as suggested in the Imperial Census Code, at the rate of one for every twenty-five houses, a rate which proved unnecessarily high. One cover was issued for every forty schedules, but in many cases this was found to be insufficient, in consequence of the large number of small villages for which a separate cover had to be provided.

Paper used for forms.

36. The schedules and block lists were printed on double-royal badami paper, costing Rs. 4-2-8 per ream, and the covers on double-royal brown cartridge, costing Rs. 4-14-9 per ream, and the forms were supplied loose from the press, so that they could be bound up locally into books of the requisite size.

Suggestions for the next census.

37. On the next occasion, the indent might, I think, be prepared by the Superintendent himself without troubling District Officers. References to the district are bound to cause delay, and the

local officer has no means of gauging his requirements which are not already at the disposal of the Provincial Superintendent. The definition of a schedule should, I think, be altered. In the Imperial Census Code a schedule is defined as a page of the form, but there seems to be a general tendency to speak of two schedule pages, or one leaf of the form, as a 'schedule,' and this tendency produced confusion in the indents. The cover, too, should, if possible, be printed all in one leaf, and not, as was done by the Caledonian Press, in two, as this was a source of confusion in some districts, one leaf of the cover only being issued, or two front leaves, instead of the front and back leaf. I doubt also how far it is necessary to issue spare sheets of the block list to be written up at the time of house numbering, and should be inclined to provide one leaf for every thirty-five houses, and no more.

The Enumeration. Forms.

Translation.

38. Forms had to be prepared in Khasi, Lushai and Manipuri, as well as in Assamese and Bengali, and versions of the schedule and cover in the first three languages were supplied by the local officers. The Bengali and Assamese translations were prepared in Shillong under my supervision, and corrected after consultation with the Magistrates of the districts in which these languages were spoken. Translations of the rules for procedure in non-synchronous tracts were also prepared for use in the Naga and Garo Hills, and printed in Shillong. The forms required for the Brahmaputra Valley were brought up in the Government steamer *Brahmakund* in July, and distributed to the various subdivisional ghats, thus saving all expenditure on rail and river freight. The consignments for Sylhet Sadr, Sunamganj and Habiganj were shipped there in the Government steamer *Kestrel;* but though the order to print off the Bengali schedules was issued on June 19th, they were not all ready for despatch a month later, and the forms for South Sylhet, Karimganj and Cachar had to be sent by steamer to these places at a cost of Rs. 37-12-3. It was a mistake, however, to attempt to get the covers printed so early in the year. The additional instructions for filling up the schedule had not then been issued by the Census Commissioner, and it had not been decided to return sect instead of religion, and the result was that the specimen schedule printed on the covers was not in complete accordance with the rules as finally issued. It is certainly desirable that the schedules and block lists should be brought up by Government steamer, but the cost of despatching the covers is not large, and they should not be printed till the rules have been finally decided upon, and it is possible to prepare a specimen schedule free from all stumbling blocks to the enumerator.

Further supply of forms.

39. Reserves were formed at Gauhati and Sylhet, and with the exception of covers, no difficulty was experienced in complying with all emergent indents. Sylhet, however, is not a suitable place for a reserve depôt, now that the railway has been opened, and I found Karimganj a more convenient centre for distribution. During my hot-weather tour I enquired carefully into the requirements of each subdivision, and was always able to arrange without difficulty for the supply of all schedules and block lists required. Covers were, however, used up much more rapidly than I anticipated, and I had to get a fresh supply of 6,500 printed, while one indent was received as late as February 25th. The requirements of Manipur, Lushai and the Khasi and Jaintia Hills were also underestimated, and the forms had to be reprinted at Shillong ; but, as far as I can judge, the supply of census forms gave very much less trouble than on the last occasion, thanks, no doubt, to the system of issuing schedules loose and binding them up into books of the required size.

Analysis of statement showing consumption of forms.

40. Statement V appended to this Chapter shows the number of forms supplied and the number actually used. The total number of schedules supplied was 1,661,472 and the number used was 1,502,389, as compared with 1,760,652 in 1891, though the number of persons to be censused had increased by 11·8 per cent. The system prevailing in 1891 of issuing the schedules bound up in books of a fixed size tended, however, to increase the consumption of forms, and the economy effected on the present occasion would have been still greater had I realized beforehand the great decrease of population that had occurred in the unhealthy districts of Assam. I had underestimated the demand for covers, and though the province shows a balance of 3,268, the four districts of Kamrup, Nowgong, Sibsagar and Lakhimpur had only 89 to spare between them ; but block lists, as I have already observed, were supplied in unnecessarily large quantities, and only 135,566 were used out of the 190,766 issued. The minor forms, of which details are given in Statement No. V, call for no remark.

STATEMENT No. I.

Showing the number and size of Census divisions in each district.

District or State.	Population.	Number of charges.	Number of circles.	Number of blocks.	Average number of houses per block.	Average number of persons per		
						Charge.	Circle.	Block.
1	2	3	4	5	6	7	8	9
Cachar Plains	414,781	21	282	2,357	41	19,751	1,471	176
Sylhet	2,241,848	31	973	11,219	41	72,318	2,304	200
Goalpara	462,052	15	204	2,330	37	30,803	2,265	198
Kamrup	589,187	39	226	3,059	40	15,107	2,607	193
Darrang	337,313	13	240	1,682	47	25,947	1,405	201
Nowgong	261,160	12	99	1,356	41	21,763	2,638	193
Sibsagar	597,969	33	360	3,135	43	18,120	1,661	191
Lakhimpur	371,396	21	243	1,862	50	17,686	1,528	199
Lushai Hills	82,434	4	19	252	62	20,608	4,339	327
North Cachar	40,812	10	35	168	58	4,081	1,166	243
Naga Hills	102,402	3	3	62	492	34,134	34,134	1,652
Khasi and Jaintia Hills	202,250	11	52	388	108	18,386	3,889	521
Garo Hills	138,274	7	24	235	119	19,753	5,761	588
Manipur	284,465	2	55	606	99	142,232	5,172	469
Total	6,126,343	222	2,815	28,711	46	27,596	2,176	213

In the Cachar Plains and Sylhet, there were in addition 17 and 25 assistant charge superintendents, respectively.

STATEMENT No. II.

Showing the personnel of charge superintendents employed at the Census of 1901.

Serial No.	Status of charge superintendents employed.	Cachar Plains.	Sylhet.	Goalpara.	Kamrup.	Darrang.	Nowgong.	Sibsagar.	Lakhimpur.	Lushai Hills.	North Cachar.	Naga Hills.	Khasi and Jaintia Hills.	Garo Hills.	Manipur.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	District Staff—Assistant Commissioners, Extra Assistant Commissioners, and Sub-Deputy Collectors.	3	6	2	9	3	4	9	6	3	1	3	2	1	2	54
2	Public Works Department	1	...	...	3	1	...	3	...	...	...	...	1	1	...	10
3	Police „	7	27	...	7	1	2	3	3	1	...	...	2	1	...	54
4	Education „	3	2	11	3	2	3	2	3	...	...	...	1	...	...	30
5	Medical „	...	...	...	...	...	...	1	...	...	...	...	...	1	...	2
6	Registration „	1	...	...	...	...	...	...	...	...	...	...	...	...	...	1
7	Forest „	2	1	...	2	1	...	2	3	...	...	...	...	1	...	12
8	Local Board and Municipal employés	1	1	...	1	...	...	...	1	...	...	...	...	...	...	4
9	Tahsildars	3	...	...	6	5	1	3	...	...	...	...	...	...	...	18
10	Mauzadars	...	...	...	1	...	...	4	...	...	...	...	...	2	...	7
11	Supervisor kanungoes and mandals	...	...	...	2	...	...	2	2	...	...	...	...	...	...	6
12	Office clerks	1	...	...	3	...	...	1	...	1	...	...	1	...	...	7
13	Other officials	2	...	...	...	...	...	...	1	1	...	...	...	...	...	4
	Total Officials	24	37	13	37	13	10	30	19	6	1	3	7	7	2	209
1	Pleaders and Mukhtiars	1	...	1	...	...	1	...	...	...	...	...	...	...	...	3
2	Railway contractors and their clerks	1	...	1	...	...	...	...	...	...	...	...	...	...	...	2
3	Railway employés	...	2	...	1	...	...	3	2	...	9	...	...	...	...	17
4	Other non-officials	...	...	...	1	...	1	...	...	...	...	...	4	...	...	6
	Total Non-officials	2	2	2	2	...	2	3	2	...	9	...	4	...	...	28
	Grand total	26	39	15	39	13	12	33	21	6	10	3	11	7	2	237

Note.—The number of charge superintendents is in excess of the number of charges shown in Statement No. I, as this statement includes officers who, though they did not hold charge of any specific area, were entrusted with the general supervision of census work.

STATEMENT No. III.

Showing the personnel of supervisors employed at the Census of 1901.

Serial No.	Status of supervisors employed.	Cachar Plains.	Sylhet.	Goalpara.	Kamrup.	Darrang.	Nowgong.	Sibsagar.	Lakhimpur.	Lushai Hills.	North Cachar.	Naga Hills.	Khasi and Jaintia Hills.	Garo Hills.	Manipur.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	District Staff—Extra Assistant Commissioners and Sub-Deputy Collectors.	...	...	...	...	...	...	...	...	...	...	...	1	...	...	1
2	Public Works Department	...	...	4	2	1	...	1	...	5	...	...	2	2	7	24
3	Police ,, ...	...	1	3	5	...	...	8	1	5	...	2	3	1	1	30
4	Education ,, ...	11	39	23	27	9	...	5	2	2	...	...	2	...	1	121
5	Medical ,, ...	1	3	3	4	...	...	1	1	3	...	...	1	...	1	18
6	Registration ,, ...	...	1	...	...	...	...	...	1	...	...	...	1	...	...	3
7	Postal ,, ...	...	1	...	...	...	...	...	...	...	...	...	1	...	1	3
8	Forest ,, ...	1	10	5	3	1	...	...	...	...	...	...	1	7	...	28
9	Local Board and Municipal employés	2	3	...	10	2	...	9	1	1	...	...	2	...	...	30
10	Tahsildars	...	2	...	...	...	...	...	1	...	...	...	...	...	...	3
11	Mauzadars	...	...	5	6	11	32	18	19	...	...	...	...	...	...	91
12	Supervisor kanungoes and mandals	21	...	2	74	91	11	121	46	...	...	...	...	12	23	401
13	Office clerks	6	13	2	12	11	8	25	5	14	...	...	4	1	9	110
14	Other officials	2	...	...	...	...	...	...	...	...	...	1	2	...	1	6
	Total Officials	44	73	47	143	126	51	188	77	30	...	3	20	23	44	869
1	Tea-garden managers and clerks	161	131	...	1	96	40	149	123	...	...	...	...	...	...	701
2	Zamindars and *mirasdars*	62	621	35	...	...	...	1	...	...	...	...	...	...	...	719
3	Pleaders and mukhtiars	2	7	9	5	1	...	1	1	...	...	...	...	...	...	26
4	Zamindars' *amlas*	1	63	48	...	...	...	...	...	...	...	...	...	1	...	113
5	Traders	6	5	20	5	1	...	1	1	...	...	...	...	...	2	41
6	Cultivators	3	10	22	32	...	...	4	...	...	...	...	...	...	...	71
7	Railway employés	...	2	...	6	1	8	15	11	...	26	...	...	...	...	69
8	Railway contractors and clerks	...	1	3	...	...	...	...	...	...	9	...	...	...	...	13
9	Other non-officials	4	62	20	34	15	...	2	5	3	...	...	32	...	9	186
	Total Non-officials	239	902	157	83	114	48	173	141	3	35	...	32	1	11	1,939
	Grand total	283	975	204	226	240	99	361	218	33	35	3	52	24	55	2,808

Notes.—The Grand total for Lakhimpur does not include the 25 supervisors in North Lakhimpur whose detailed classification has not been furnished.
The number of supervisors shown in this statement, including those at North Lakhimpur, is in excess of the number of circles shown in Statement No. I, as this statement includes the assistant supervisors appointed in unusually large circles.

STATEMENT No. IV.

Showing the personnel of enumerators employed at the Census of 1901.

Serial No.	Status of the enumerators employed.	Cachar Plains.	Sylhet.	Goalpara.	Kamrup.	Darrang.	Nowgong.	Sibsagar.	Lakhimpur.	Lushai Hills.	North Cachar.	Naga Hills.	Khasi and Jaintia Hills.	Garo Hills.	Manipur.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	Public Works Department ...	2	...	11	3	1	1	7	...	4	...	10	13	3	5	60
2	Police „ ...	3	18	10	11	2	3	16	8	30	4	21	5	20	...	151
3	Education „ ...	105	342	190	192	135	69	285	61	2	3	3	...	58	90	1,535
4	Medical „ ...	3	26	8	4	2	9	6	...	2	3	1	1	1	2	68
5	Registration „ ...	1	1	1	...	1	...	...	...	...	...	...	...	...	...	4
6	Postal „ ...	...	9	4	4	1	5	6	...	2	...	...	1	...	...	32
7	Forest „ ...	6	9	25	4	2	...	2	...	...	1	...	1	1	...	51
8	Local Board and Municipal employés ...	2	6	25	13	6	3	4	1	...	1	...	1	...	...	62
9	Mauzadars	...	...	...	...	...	1	1	...	...	4	...	...	4	...	10
10	Supervisor kanungoes and mandals ...	51	...	25	156	41	155	65	5	...	...	...	...	4	...	502
11	Office clerks	18	64	23	35	23	16	15	7	3	4	5	31	4	...	248
12	Other officials	17	4	...	...	...	...	1	7	13	...	14	33	...	2	91
	Total Officials	208	479	322	422	214	262	408	89	56	20	54	86	95	99	2,814
1	Tea-garden Managers and clerks ...	842	645	5	51	279	114	660	551	...	...	...	...	...	...	3,147
2	Zamindars and *mirasdars*	135	3,094	15	...	...	...	...	...	...	...	...	...	...	...	3,244
3	Pleaders and Mukhtiars	6	8	2	5	...	...	...	...	...	...	...	...	...	...	21
4	Zamindars' *amlas*	2	453	414	...	...	...	...	...	...	...	...	...	...	...	869
5	Traders	78	605	446	17	30	47	42	20	...	...	1	3	...	81	1,370
6	Cultivators	958	3,231	1,056	2,379	990	866	1,961	700	...	...	...	4	134	221	12,500
7	Railway employés	4	27	15	13	10	28	32	73	...	55	...	...	...	...	257
8	Railway contractors and their clerks ...	...	...	...	...	...	6	17	...	...	82	...	...	...	...	105
9	Other non-officials	124	2,683	55	165	159	33	15	50	286	3	7	295	6	205	4,086
	Total Non-officials	2,149	10,746	2,008	2,630	1,468	1,094	2,727	1,394	286	140	8	302	140	507	25,599
	Grand total	2,357	11,225	2,330	3,052	1,682	1,356	3,135	1,483	342	160	62	388	235	606	28,413

Notes.—The Grand total for Lakhimpur does not include 405 enumerators at North Lakhimpur whose detailed classification is not available.
The number of enumerators in this statement, including those at North Lakhimpur, differs from the number of blocks in Statement No. I, as this statement includes boat and travelling enumerators who had no blocks.

STATEMENT No. V.

Showing the supply and consumption of Census forms.

The numerator of the fraction shows the number of forms supplied and the denominator the number used.

District or State.	Enumeration book.				Code for charge superintendents and supervisors.	Loose sheets of instruction to enumerators.	Parwana of appointment to		Charge and circle summary forms.	Boat tickets.	Travellers' tickets.	Instructions for enumeration of boats.	Instructions for enumeration of tea-gardens.	Additional rules for filling up tea-garden schedules.	D. O. letters of appointment to Managers.
	General schedules.	Household schedules.	Covers.	Block lists.			Supervisors.	Enumerators.							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Sylhet	653,950	405	16,095	77,000	1,191	10,000	1,300	12,060	1,100	11,200	1,080	684	320	160	160
	602,844	357	15,307	61,500	1,106	8,849	947	10,997	1,063	10,382	1,530	515	237	147	147
Cachar (including North Cachar) ...	127,400	800	3,485	17,386	299	1,150	360	2,000	379	660	1,070	200	420	210	210
	106,718	433	3,357	11,024	230	1,105	180	1,769	295	501	971	99	293	139	126
Goalpara	99,000	55	3,620	13,500	267	2,500	285	2,500	255	3,000	900	80	10	5	5
	82,500	51	3,508	9,044	236	2,126	210	2,272	251	2,840	890	76	0	0	0
Kamrup	153,000	220	3,495	19,000	264	2,750	250	3,200	275	1,800	750	300	60	30	30
	139,300	216	3,492	9,484	264	2,604	233	3,085	275	1,623	550	50	60	30	30
Darrang	80,500	580	3,882	10,000	207	1,450	200	1,600	305	822	700	100	270	135	135
	78,474	394	2,582	4,084	167	1,450	200	1,505	180	756	318	94	193	110	60
Nowgong	86,520	380	2,250	11,000	68	1,350	70	2,000	125	1,000	350	100	110	55	55
	68,320	106	2,250	9,000	67	1,198	55	1,740	112	810	350	39	75	20	20
Sibsagar	151,700	1,050	4,770	19,000	256	2,100	350	2,500	550	2,030	1,000	253	488	264	204
	148,700	812	4,690	14,112	252	1,934	214	2,440	510	1,680	974	200	411	165	193
Lakhimpur	94,750	1,150	2,770	10,594	130	1,260	242	1,500	480	1,482	722	183	800	200	180
	93,464	760	2,764	9,236	120	1,250	125	1,279	370	1,021	555	127	800	200	180
Naga Hills	35,700	60	532	4,824	11	...	5	70	100	...	300	...	...	...	...
	30,500	30	532	424	11		0	0	80		300				
Garo Hills	30,000	20	1,425	3,500	34	...	20	200	100	140	500	10	...	...	...
	24,232	10	867	3,014	17		20	200	100	46	247	5			
Khasi and Jaintia Hills ...	45,370	340	1,144	2,690	85	...	70	480	100	...	2,500	...	...	...	...
	45,010	270	1,102	2,574	85		60	420	100		1,900				
Lushai Hills	17,182	20	548	718	6	...	...	...	100	125	100	10	...	...	...
	15,918	15	407	464	6				74	21	74	2			
Manipur	86,400	50	1,571	1,554	70	...	200	1,000	300	...	2,000	...	...	...	...
	66,400	48	1,461	1,546	67		80	790	248		1,375				
Total	1,661,472	5,130	45,587	190,766	2,888	22,560	3,352	29,110	4,169	22,259	12,872	1,020	2,478	1,050	979
	1,502,380	3,502	42,319	135,566	2,628	20,516	2,324	26,557	3,658	19,680	10,034	1,207	2,069	811	756

Notes.—The Provincial total for schedules includes $\frac{3,400}{2,532}$ forms in Hindi, $\frac{570}{570}$ forms in Urdu, and $\frac{252}{252}$ forms in English.

,, ,, ,, covers ,, $\frac{118}{107}$ covers ,, ,, $\frac{42}{42}$ covers ,, ,,

,, ,, ,, block list ,, $\frac{153}{131}$ forms ,, ,, $\frac{55}{55}$ forms ,, ,, and $\frac{45}{45}$,, ,, ,,

CHAPTER II.

SLIP COPYING.

Introductory.

41. At previous censuses in India the final tables, which bear the same relation to the enumeration schedules that a house does to the bricks and mortar and other materials of which it is composed, were prepared by the tick system of abstraction, which is thus described by the Census Commissioner: **Slip Copying.**

> Abstraction has hitherto been conducted in India by means of abstraction sheets, which practically reproduce the final tables on a greatly enlarged scale. If, for example, one of the final tables is to show the population grouped according to sex, age, religion and civil condition, the abstraction sheet in which the requisite data are entered will contain, assuming three religions to be dealt with, 836 distinct compartments, each representing a separate combination of the factors exhibited in the table, or a total relating to such combination. The entries in the sheet consist of strokes or 'ticks,' each representing an individual. Thus, if a male Hindu, who is married and is 35 years old, is to be recorded, the abstractor looks first to the general heading 'males' and under that, to the division 'Hindus,' which is subdivided into 'married,' 'single,' and 'widowed.' He then runs his eye down the side column till he finds the age column, 35-39. In the compartment thus marked off he makes a stroke. Further strokes are added for other persons falling into the same category, every fifth stroke being made diagonally through the four strokes preceding it so as to enable the strokes to be totalled by fives. The unit of abstraction is the block, and for each block there are as many abstraction sheets as there are final tables. The totals and cross totals of the strokes on the abstraction sheet give the block totals for religion, sex, civil condition and age periods. These, after undergoing certain tests, and in a certain proportion of cases being re-abstracted *ab initio*, are entered in the tabulation registers, where the block totals are combined into village totals and the village totals into totals for towns, taluks, thanas, or tahsils, whichever is adopted as the unit of tabulation in any particular case.

It is obvious, however, that there is considerable risk of error on the part of the abstractors, who have to select the right compartment out of a large number on the sheet, and though, by comparing the results of different sheets, discrepancies and mistakes can be detected, the task of correcting them is both tedious and expensive. The Census Commissioner, accordingly, proposed to substitute a system, which had been tried with success in Europe, of copying the entries from the enumeration books on to one or more slips for each individual, sorting the slips together into the heaps required by the tables, counting these heaps, and entering the results in the final tables prescribed by the Government of India.

Entries made on the schedules and tables prepared from them.

42. The entries made on the schedules, the raw material from which the tables are prepared, are as follows: Religion and sect, sex, civil condition, age, caste or race, occupation (principal and subsidiary—if any), birth place, language ordinarily used, languages in which literate, and selected infirmity,* if any. The tables into which these entries are combined are VI—Religion and sect by sex, VII—Civil condition and sex, arranged in seventeen age periods by religion, VIII—Education by age, sex, religion and language in which literate, IX—Education by sex and caste, X—Language ordinarily spoken by sex, XI—Birth place by sex, XII—Infirmities by age periods and sex, XIII—Caste by sex, XIV—Selected castes by civil condition, age and sex, XV—Occupation by sex, XVII—Christians by race, sect and sex, and XVIII—Europeans and Eurasians by sex and age.

Reasons for deciding to use one slip only.

43. It was originally proposed by the Census Commissioner that two slips should be written up for each person, with the object of enabling "the caste and occupation tables to be started concurrently with the others, and to be dealt with by a special staff of tabulators," but, after making a practical experiment, I decided that this would not be desirable in Assam. The main objection to the use of a second slip was the additional expenditure that it entailed. The total cost of the slips, including printing and cutting, and freight from Calcutta to the slip-writing offices, and from the slip-writing offices to Gauhati, was Rs. 1,921-6-11. Had a second slip been employed, the cost would practically have been doubled, and I did not feel myself justified in incurring an expenditure of between nineteen hundred and two thousand rupees, without feeling sure that the result would in some way be commensurate with the outlay. The cost was not, however, the only objection. The copyist would have been more likely to make mistakes when some of the entries had to be copied on to one slip and some on to another; the difficulty of checking would have been materially increased; the slips, when copied, would have occupied double the amount of record-room

* The selected infirmities are insanity, total blindness, leprosy, and deaf-mutism from birth.

Slip Copying

space (a very important consideration in Gauhati, where there are few empty Government buildings); and, most serious of all, if any benefit was to be derived from the second slip, a very much larger number of sorters and checkers would have been required. This, in fact, was an insuperable objection. The supply of men qualified to act as sorters is most inadequate in Assam, the supply of clerks of a superior grade even more so, and had I been provided with the second slips, I should have had the greatest difficulty in obtaining men to sort them, and should have been put to considerable extra expense in providing more record and office accommodation.

Character of slip used.

44. It was originally proposed to use slips which by their shape would indicate sex and civil condition, and religion by their colour; but the estimate given by the Caledonian Press for cutting and bundling these slips (twenty-five rupees per lakh) was prohibitive, and I gladly availed myself of the offer made by the Superintendent of Government Printing, Bengal, who undertook to supply me with slips, which were not only cut and bundled, but printed as well, for three rupees one anna per lakh. The slips were $5\frac{1}{2}''$ long by $2''$ broad, sex and civil condition were indicated by a symbol in the top left-hand corner, and ten lines were printed on the face bearing the numbers of the ten columns of the schedule from which entries had to be abstracted, *i.e.*, columns 4 and 7 to 15. Brown cartridge paper was used for Hindus, half-bleached for Muhammadans, green for Animistic tribes, red for Christians, and yellow for all other religions, the cost per pound being 1 anna $10\frac{1}{2}$ pie for brown cartridge, 2 annas 7 pies for half-bleached, and 2 annas 10 pies for coloured paper. There were thus thirty different kinds of slips required for each office, and the preparation of the indents not unnaturally caused a considerable amount of trouble, as they had to be taken in hand before the total population was known, and when its distribution by civil condition, religion and sex was rather a matter of guess work.

Decision to open subdivisional offices.

45. In 1891 the whole work of abstraction, tabulation and compilation was carried out at a central office in Gauhati, employing between five and six hundred men. The organisation of such an office is, however, attended with serious disadvantages. There is no longer any spare office accommodation in the province, and temporary offices are expensive and uncomfortable; it is difficult to collect such a large number of muharrirs in one place in Assam, and still more difficult to obtain the men who are required for the important work of checking and general supervision. After taking these facts into consideration, it was decided that the actual copying of the slips, which is a comparatively simple operation, should be carried out at district and subdivisional headquarters, and offices were accordingly opened at every subdivision in the plains portion of the province, with the exception of Sylhet sadr, Habiganj and Mangaldai. In the Darrang district it was found more convenient to do all the work at Tezpur, while the schedules for North Sylhet and Habiganj were copied under my supervision at Gauhati. The slips for hill districts were copied at the district headquarters, with the exception of the Garo Hills, where an entire absence of suitable muharrirs necessitated a transfer of the work to my office. The advantages of decentralisation were numerous, as there was no difficulty about office accommodation, or the supply of muharrirs, who were for the most part mandals or *patwaris*, whose employment on census work entailed little or no extra expense upon Government; but, most important consideration of all, District Officers were able to depute as checkers and room superintendents a far better class of men than could have been obtained at Gauhati.

Outturn in different offices.

46. Statement I appended to this Chapter shows the average outturn in each office, and the actual cost to census of every thousand slips copied. The first office to close was Barpeta, where the work was finished in three weeks; and, though the subdivision is a small and easy one, as it contained few foreigners, every credit is due to the officer in charge, Munshi Muhib-uddin Ahmed, for the rapidity and economy with which he finished the work. The highest average outturn was in Shillong (546 slips per diem), but the Khasi copyists were not required to spend any portion of their time in comparing, so that the Tezpur copyists, who, in spite of having to deal with a large immigrant population, turned out on the average 484 slips a day, were probably the best. This excellent result was no doubt chiefly due to the administrative abilities of the superior officers in charge, as the Darrang mandals, who actually copied the slips, are by no means exceptionally intelligent. In South Sylhet (469) and in Sunamganj (451) the rates were high, but in the lastnamed subdivision the entries for literacy were so inaccurate that the slips had to be recopied. The lowest average outturn was in North Lakhimpur (142) and in Golaghat (184). In North Lakhimpur, the Subdivisional Officer was hampered by the abnormally backward

state of education in his subdivision, the copyists being unusually stupid; but the same explanation would hardly hold good of Golaghat, where the mandals are probably more intelligent than those of Darrang. The largest office was Gauhati sadr, with a population of 473,252, but in spite of its size the work was well, rapidly and cheaply done. In the three Sylhet subdivisions some difficulty was experienced in making the necessary arrangements, as the number of slips to be dealt with was large, and the services of mandals or *patwars* were not available. The office at Maulvi Bazar under Mr. Hart was, however, particularly well managed, the outturn being high and the average cost low. Slip Copying.

The expenditure in the various offices cannot, however, be very easily compared, as the cost was naturally highest where mandals or *patwaris* could not be employed. In Nowgong, the actual amount debited against the census budget for copying a thousand slips was only 8 annas 11 pies, a rate which will, I should imagine, compare favourably with any office in India. In four other offices—Silchar, Hailakandi, Gauhati and Barpeta —the cost was less than one rupee a thousand. In Tezpur it was only one pie in excess of this very moderate rate, and even where outsiders had to be entertained as copyists, the cost varied between Re. 1-4-5 and Re. 1-8-4. In the Lushai Hills the rate was very high (Rs. 4-5-8), but people who can read Lushai and write Bengali and are willing to go to such a place as Aijal command a fancy price. In all districts and subdivisions, however, great credit is due to the district staff, who had a tedious and troublesome task imposed upon them and carried it out in a most efficient manner. The economy effected by this distribution of the work was very considerable, as it would have been impossible to have got the slips copied at anything like the same rates at a central office.

Slip-copying rules.

47. The rules for slip-copying are printed in the Appendix with marginal comments, pointing out the defects and indicating the improvements suggested by a practical experience of the system, and it is, therefore, unnecessary to do more than to allude to them very briefly here. The standard gang prescribed was eight men under one checker, but in practice this was found too large. The work, which is tedious and uninteresting, requires very careful checking, and one checker cannot properly look after more than six copyists. Before practice had made the men expert, slips of the wrong sex and civil condition were not unfrequently selected ; and there was at all times a perfectly intelligible tendency to omit entries of literacy and of subsidiary occupations, and to use one of the authorised abbreviations even for non-agricultural occupations and for birth places outside the district of enumeration. Where the copyists were outsiders, paid by the job, it was especially necessary for the checkers to be on the alert, as the faster a man worked the more likely was he to make the mistakes indicated above.

The attention of District Officers was invited to the necessity for careful checking, as will be seen from the following extract from the rules:

> It is impossible to lay too great a stress on the absolute necessity for very thorough and careful testing of the accuracy of the entries made in the slips. The gazetted officer in charge of the work must devote as much time as he can spare to watching this checking, and any supervisor found to have passed a mistake must be severely punished.

But it is not enough to check two or three entries in each slip. Every entry on the slip must be compared, and a certain proportion of slips passed by the checker must be rechecked, and if mistakes are detected he must be punished. The work is of a very tedious character, and checkers, as well as copyists, are liable to become careless if not closely watched. The great mass of the population are illiterate agriculturists, born in the district in which they are enumerated, and after a time these entries are made almost mechanically, so that persons who do not properly come under this head are likely to be included in the general mass. It sounds a very simple matter to copy the enumeration schedules on to slips of paper, but when time and money have to be considered, to copy six million slips correctly is not as easy as it seems.

Sorting by sex prescribed for slip copyists.

48. I had originally intended to have all the sorting done at the Gauhati office, but in the first batches of slips which arrived, though the totals agreed with the charge summary, there was a difference in the distribution of the sexes. I was accordingly obliged to direct that when the slips for a book had been copied, they should be sorted by sex, the result compared with the enumerator's abstract, and the discrepancy, if any, reconciled. This ensured that all mistakes due to the selection of the wrong sex symbol were rectified, and, except in those cases where mistakes had been made either by the copyist, or in the enumerator's abstract, entailed very little extra work on the copying staff.

The slips were copied in pencil, as it was found that they did not smudge in sorting; cheap pencils (Swan Company No. 159) were obtained from Messrs. Bhattacharjya & Co., Calcutta, for Re. 1-14 a gross, and answered very well.

Slip Copying.

Suggestions for the next census.

49. At the next census it will, I hope, be found possible to do away with the necessity for slip copying by issuing to the enumerators books of slips on which the entries can be made direct by them. These books of slips would no doubt cost more than the enumeration schedules, but this increase in expenditure would, I should imagine, be only a small proportion of the cost of slip copying, and the actual economy effected would be large. Money, however, is not the only thing that would be saved. District Officers and their staff would be spared an infinity of trouble, and the preparation of the final tables would be expedited by at least six weeks or two months. All chance of error in copying would also be obviated, a consideration of no small importance, as references from the slips to the enumeration books in the record room are tedious and troublesome. If, however, it is found impossible to adopt this suggestion, and the slips have to be copied as on the present occasion, I am inclined to think that offices should only be opened at the district headquarters, instead of at subdivisions, except in the Sylhet district, where the arrangements in force in 1901 would probably be found suitable. On the present occasion, the work was done cheaply and expeditiously in nearly every subdivision, but the organisation of each additional office entails extra trouble on the district staff, and adds to the difficulty of complying with the indents for slips, while it is much easier to make arrangements for checking and general supervision at sadr than at out-stations, and the time spent on teaching the men their work is reduced.

STATEMENT No. I.

Showing the expenditure in district and subdivisional slip copying offices.

Name of subdivision.	Date when slip copying began.	Date when slip copying closed.	Number of days employed.	Population.	Average daily outturn.	Expenditure on record-keeper and checkers.	Expenditure on copyists.	Expenditure on all other charges.	Total expenditure.	Cost per 1,000 slips on record-keeper and checkers.	Cost per 1,000 slips on copyists.	Total cost per 1,000 slips.
1	2	3	4	5	6	7	8	9	10	11	12	13
						Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Silchar (including North Cachar)	7th March 1901...	11th May 1901 ...	66	342,696	304	183 7 2	2 8 3	41 5 0	227 4 5	0 8 7	0 0 1	0 10 7
Hailakandi	11th " " ...	30th April " ...	51	112,897	258	75 7 6	...	4 0 0	79 7 6	0 10 8	...	0 11 3
Sunamganj	8th " " ...	8th May " ...	62	433,752	451	157 12 0	425 5 3	41 6 2	624 7 5	0 5 10	0 15 8	1 7 0
South Sylhet	11th " " ...	20th April " ...	41	379,158	469	146 9 0	313 10 6	22 10 6	482 14 0	0 6 2	0 13 3	1 4 5
Karimganj	11th " " ...	3rd May " ...	54	410,460	399	247 9 10	338 9 11	38 14 11	625 2 8	0 9 8	0 13 2	1 8 4
Dhubri	11th " " ...	18th April " ...	39	329,102	275	129 8 4	262 9 3	35 2 4	427 3 11	0 6 4	0 12 9	1 4 9
Goalpara	7th " " ...	21st " " ...	46	132,950	209	59 1 7	125 0 0	...	184 1 7	0 7 1	0 15 0	1 6 2
Gauhati	7th " " ...	20th " " ...	45	473,252	380	270 8 1	23 4 4	61 0 4	354 12 9	0 9 2	0 0 9	0 12 0
Barpeta	8th " " ...	28th March " ...	21	115,935	322	55 7 0	29 1 0	20 12 6	105 4 6	0 7 8	0 4 0	0 14 6
Tezpur	9th " " ...	20th April " ...	43	337,313	484	194 4 10	110 5 0	34 15 3	339 9 1	0 9 3	0 5 3	1 0 1
Mangaldai												
Nowgong	12th " " ...	8th May " ...	58	261,160	289	75 7 10	...	70 11 6	146 3 4	0 4 7	...	0 8 11
Sibsagar	11th " " ...	18th " " ...	69	211,809	252	319 12 0	60 10 11	28 9 9	409 0 8	1 8 2	0 4 7	1 14 11
Jorhat	11th " " ...	30th April " ...	51	219,137	321	170 10 3	125 2 1	19 15 0	315 11 4	0 12 5	0 9 2	1 7 1
Golaghat	11th " " ...	27th May " ..	78	167,023	184	73 1 3	...	97 4 3	170 5 6	0 7 0	...	1 0 4
Dibrugarh	7th " " ...	26th " " ...	81	286,572	252	287 10 6	143 7 11	67 0 4	498 2 9	1 0 1	0 8 0	1 11 10
North Lakhimpur ...	13th " " ...	27th April " ...	46	84,824	142	41 14 4	45 6 4	36 12 6	124 1 2	0 7 11	0 8 7	1 7 5
Lushai Hills	16th " " ...	3rd May " ...	49	82,434	243	142 11 1	216 4 8	...	358 15 9	1 11 8	2 10 0	4 5 8
Naga "	25th " " ...	24th April " ...	31	102,402	308	25 0 0	75 0 0	8 9 0	108 9 0	0 3 11	0 11 9	1 1 0
Khasi and Jaintia Hills ...	16th " " ...	4th May " ...	50	202,250	546	61 8 0	202 4 5	12 2 6	275 14 11	0 4 10	1 0 0	1 5 10
Total	.....	.....	...	4,685,126	...	2,717 6 7	2,498 9 10	641 3 10	5,857 4 3	0 9 3	0 8 6	1 4 0
Manipur	1st April 1901 ...	20th May 1901 ...	50	284,465	459	575 12 8	822 8 0	263 8 10	1,661 13 6	2 0 5	2 14 3	5 13 6

Dhubri and Goalpara, average daily outturn.—The figures are approximate only.

N.B.—The slips for North Sylhet and Habiganj subdivisions and the Garo Hills were copied in the Central Census office at Gauhati and no separate record was kept of the expenditure incurred.

CHAPTER III.

SLIP SORTING AND COMPILATION.

Slip Sorting and Compilation.

The sorting office.

50. I had decided to locate the central office at Gauhati, as in no other place in the Assam Valley was there so large a supply of literate men willing to undertake census work, but I was confronted with some difficulty with regard to office accommodation. The Public Works Department subdivisional bungalow, with a plinth area of 1,612 square feet, was placed at my disposal, but this was not nearly enough for my requirements, and I was obliged to construct three temporary sheds, each measuring 76 feet by 22, at a cost of Rs. 430. The cook-shed attached to the bungalow, and a portion of the Public Works Department godown, which the Executive Engineer very kindly made over to me, and which I fitted up with bamboo racks, furnished me with adequate record-room accommodation (1,047 square feet), and the Commissioner and Deputy Commissioner were good enough to lend me all the furniture they could spare. The slip copyists worked on tables and benches made of rough planks fastened on bamboos stuck into the earth, and for checkers I found that packing cases made excellent tables. The construction and furnishing of the office were, in fact, carried out on the most economical lines, but the result was certainly far from luxurious.

Preparation of boxes of slips.

51. When the slips arrived they were made up into boxes, containing from twenty to twenty-five thousand units, all of the same sex. These boxes measured 1′ 8″ by 1′ 3″ by 10″ and were made out of empty kerosine boxes at a cost of three annas each. It was at first assumed that the number of slips received actually tallied with the number shown on the label on the bundle, but experience showed that this was not invariably the case, and the slips on receipt were accordingly issued to a separate gang, who counted them by circles, sorting them as they counted them into three heaps—(*a*) those born in the district of enumeration and speaking the vernacular prevalent there, (*b*) those born in the district and not speaking the district vernacular, and (*c*) those born outside the district. By this means any discrepancy between the number of slips received and the number of persons said to be in the circle could easily be detected, and the difficulty of reconciling discrepancies was much reduced.

The sorting room.

52. When the slips had been passed as correct, they were issued to the sorters, who worked in gangs of eight under a checker. In addition to his box of slips, each sorter was provided with a set of pigeon holes with twenty-four compartments, made out of kerosine oil boxes at a contract rate of twelve annas a set, and a bamboo mat. The men worked on the floor, the boxes in the gang being arranged in such a way that each sorter had on either side of him slips of a different sex to the ones with which he himself was working, so that if, through misadvertence, a bundle of slips was placed in the wrong box, the mistake would be immediately detected. It is easier for men to work sitting on the floor than at tables, and there was no waste of room space, as many as ninety-five sorters working in a shed with a plinth area of 1,672 square feet.

Should all the slips in a box be of the same religion?

53. I was at first inclined to make up boxes, in which all the slips should be of the same religion, but I decided against this course on the ground that by adhering strictly to the census divisions, it would be possible to have on record in the census office the complete set of tables made up for the minor subdivisions of the district. The procedure followed entailed, however, more work on the compiling office, in the case of Tables VI, VII, VIII and XIII, as separate tickets had to be prepared for each of the religions represented; and on another occasion I should be inclined to make over to one sorter all the slips in a subdivision which did not belong to the three main religions,—Hindu, Muhammadan, and Animistic.

Number of slips to be placed in one box.

54. Experience showed that from twenty to twenty-five thousand slips was the most convenient number for a box. Larger boxes proved unwieldy, and mistakes, if made, could not be so easily rectified. Smaller boxes not only entailed more work on the compiling branch, but took longer to complete. The average time taken to finish a box was five weeks, but the time, of course, varied largely, according to the capacity of the sorter and the number of foreigners with whom he had to deal.

Slip Sorting and Compilation.

System of payment.

55. In the slip-copying office the muharrirs had been paid strictly by results, but I was unable to devise any workable scheme of piece payment for the sorters. Not only did the rate of outturn vary for each table, but it varied largely for each box, as garden and railway boxes, and village boxes where there was a large immigrant population, gave great trouble in Tables X, XI and XIII, and had payment by the job been in force, two rates would have been required. It would not have been an easy matter to fix on rates which were fair without being unnecessarily liberal, and extra work would have been entailed upon the pay clerks. There are, moreover, in my opinion, serious objections to any system of payment by results for census work. Not only the muharrirs, but the checkers whose duty it is to supervise them, are liable to be careless, and anything which tends to induce men to sacrifice accuracy to speed should be most sedulously avoided. I accordingly paid sorters Rs. 10 per mensem, the lowest rate at which I could get men to join the office, fined slow and careless hands, and rewarded specially good workers.

System of sorting.

56. The sorting rules will be found in the Appendix, and it is therefore unnecessary for me to discuss the subject here in detail. The sorters, as a whole, worked very accurately. Their work could be easily checked, as the slips after being sorted by age, civil condition, caste, etc., were tied up in bundles in which a wrong slip could be readily detected, and, though I checked very many thousands of slips myself, the proportion of mistakes discovered was very small. In compilation there was another check upon the sorting. The slips for the two sexes in a charge had been given out to different men who had no opportunity for collusion, as the sorter who dealt with males did not know who was sorting the corresponding females, and *vice versâ*. In the compiling office the returns for caste and birth place were compared by sex, and if there was any serious amount of error it was at once detected by the disparity between the sexes; but the number of cases in which it was necessary to order the slips to be re-sorted was small. It is obvious, however, that there are many ways in which error can creep in. Even if the sorting be correct, it is a very easy matter to make mistakes when counting, and though the system of removing a certain number of slips should theoretically make fudging an impossibility, I cannot be certain that in all cases it was prevented; while, even if the slips have been correctly sorted and counted, there is always the possibility of a tired or careless sorter making a mistake in copying his rough *khasra* on to the ticket which showed the result of his work. As an instance of this, I may quote one case, in which I ordered slips to be re-sorted for Table VII, as there was one entry on the ticket which was obviously incorrect. Re-sorting disclosed that the work had originally been most correctly done, but that in copying out the ticket the sorter had in one age period transposed the numbers for single and married.

Difficulties met with: staff.

57. The work, however, was by no means free from difficulty. The average sorter was a man with very low intellectual and educational qualifications, the checker placed over him was very little better, and, though many of the sorters worked well and honestly, there were others who only attended long enough to get a box into thorough confusion, and then retired from the scene. The services of a certain number* of mandals were placed at my disposal, and as most of these men heartily disliked their enforced sojourn at Gauhati, and were anxious to return to their homes, it was necessary to be continually on the alert to prevent fudging. Good and reliable clerks out of employment are hardly to be met with in Assam, and, as my superior staff had to be borrowed from district offices, I naturally entertained as few as possible, a fact which did not tend to simplify the working of the office.

Difficulties met with: slips.

58. I have already referred in the first Chapter to the difficulty experienced in filling up the column for birth place. In a very large number of cases only a village or thana name was entered on the slip, and the amount of trouble this entailed on the sorting staff was very great. The foreign-born population of Assam is large, and the half-educated enumerators in the majority of cases did not know whether the name of the birth place returned was that of a district or not. The Postal Guide, however, proved of great assistance, and the number of places which defeated all attempts to identify them was but small. Caste was an even more serious difficulty than birth place, and the number† of caste names entered by immigrants was bewildering, a strange preference being shown for the names of sub-castes and titles in place of the true caste.

* Seventy-eight was the maximum number employed in any month.

† Four hundred and sixty caste names were returned in a box containing less than 12,000 Hindu slips.

Slip Sorting and Compilation.

There were two unavoidable causes of error: (*a*) the names of many of the foreign castes and sub-castes are very alike, *e.g.*, Kharia, Kharua, Karuah, Kharwar, Karwar, Karwa, Korwa, Kora, and it was impossible in all cases to be certain as to the name actually returned, and (*b*) the names of many sub-castes and titles are common to several castes. In some cases, the name returned was equally applicable to half a dozen different castes, and as there were no means of ascertaining the particular caste referred to, I had to let the ambiguous entry stand in the census registers, as it was impossible to refer more than a very small number of the entries to District Officers for local enquiry.

All children under five years of age entered on married and widowed slips were treated as doubtful entries, and District Officers were asked to compare the entry with the enumeration book, and, if that had been correctly copied, to make local enquiries as to the accuracy of the return. In the majority of cases it was found either that a slip with a wrong sex symbol had been selected, or that the cypher had been omitted, and 3 or 4 entered as the age instead of 30 or 40. Unfortunately, the sorters sometimes omitted to enter the numbers of these doubtful slips, and it was therefore impossible to verify the entries; but there can, I think, be little doubt that in the great majority of cases, if it had been possible to make a local enquiry, they would have been found to be incorrect.

Compilation.

59. When all the tables for a box had been prepared, the bundle of tickets was handed on to the compilation branch. The totals of all the tables were first checked, and they were then entered in separate registers for each subdivision. This part of the work presented comparatively little difficulty, as, the unit of sorting being a large one, the number of entries to be made for each subdivision varied from 4 in North Cachar to 34 in Habiganj. Compilation was begun while the sorting was still in progress, and all the Imperial Tables for the province, with the exception of XV—Occupation, were completed within six weeks of the date on which the Manipur slips, which did not reach the Gauhati office till August 18th, had been finally sorted.

The main difficulties in compilation were in connection with caste and occupation. The number of caste names returned was enormous, and, as they were frequently misspelt, the difficulty of discovering to what caste or sub-castes the name entered on the ticket referred, and under what main caste the innumerable sub-castes should be classified, was very great indeed. The classification of occupations was tedious, but, in comparison with caste, gave little trouble. The sorters were required to copy on to their tickets exactly what they found written on the slips,—such entries as 'saice,' 'pony's saice,' 'tonga pony's saice,' being shown under separate heads, and the compiling clerks had to group these entries under the occupations shown in the Census Commissioner's scheme.

Recommendations for next Census.

60. On the next occasion I should recommend my successor to locate his central office at Gauhati. Some of the sorters should be acquainted with Bengali castes and titles and some with Assamese; and, though no doubt clerical labour is cheaper and more plentiful in the Surma Valley, it must be borne in mind that Sylheti muharrirs can be obtained in Gauhati, but that Assamese clerks are not forthcoming in Sylhet. In spite of the warning given by Mr. Gait, I committed the mistake of endeavouring to work with too small a superior staff. A room containing as many as ninety-five sorters was placed in charge of a branch assistant with a junior clerk under him; but had I to do the work over again I should endeavour to reduce the number of sorters under the branch assistant to forty or fifty. The difficulty of doing so lies in the fact that room superintendents must be officers of approved service holding permanent Government appointments; and, after having put District Officers to the trouble of copying the slips, I did not like to impose further upon their generosity, by asking them for the loan of reliable clerks. As I have already pointed out, it is a very easy thing to check the sorters' work, and the difficulty lies in making sure that the checker does not neglect this important part of his duties. Each checker was made responsible for his own gang, but in addition two men were appointed with a roving commission over the whole room. In 1911 I would recommend that the number of sorters in a gang should be reduced to five or six, and that the number of men employed to supervise the checkers should be increased. This recommendation, however, assumes that a sufficient number of qualified men will be available, which, last year at any rate, was not the case. Several of the persons I was compelled to employ as checkers were not really fit to be entrusted with this responsible work, and I should have had great difficulty in obtaining the extra hands whose entertainment I am now advocating. The employment of unsuitable men is of little or no use. Several travelling checkers were discharged, as I found that the work done by them was of no value, and it is this scarcity of men of the checker class which constitutes the main difficulty in the preparation of the census tables. There was not

much difficulty in obtaining either slip copyists or sorters, but men of a slightly higher grade in education, reliability and intelligence were woefully scarce in Gauhati. I would also recommend that compilation should proceed concurrently with the sorting. As each ticket is finished, it should be passed into the compilation branch and examined by a clerk, who would compare it with the female ticket for the same box (a comparison which affords an excellent rough test of the accuracy of the sorting in the case of birth place, language and caste) and see that the entries for the civil condition table were *primâ facie* reasonable. It would also be his duty to revise the birth place table, and see that the names of villages and towns had been correctly entered under the proper district and province, and to check the numerical accuracy of the ticket. Finally, when all the tickets for a box had been received and passed as correct, they could be entered in the compilation registers. The chief obstacle, however, to the formation of this compilation branch is the absence of qualified men, as the work can only be entrusted to steady and reliable clerks.

Slip Sorting and Compilation.

Staff entertained.

	Superior staff.	Record establishment and subordinate clerks of English office.	Sorters and checkers.	Compilers.
March ...	4	4	68	...
April ...	5	9	136	...
May ...	6	9	295	4
June ...	6	8	263	6
July ...	6	5	245	16
August ...	5	4	67	30
September ...	6	4	53	38
October ...	5	2	30	35
November ...	5	1	...	33
December ...	5	1	...	19

61. The statement in the margin shows the staff entertained in the central office. The average daily strength was, however, less than that shown, as many of the men on[1] served for a portion of the month in which their name is shown on the pay roll.

The cost of the census.

62. Two separate sets of census accounts have been prepared (*a*) as shown in the Comptroller's books, and (*b*) as kept in the books of this office. The Comptroller has only debited against the census budget the actual expenditure which would not have been incurred had it not been for the census, but this is not the case in the departmental accounts. The difference between the two can best be illustrated by a concrete instance. If a clerk was deputed from a district office for census work and received a deputation allowance, and no substitute* was appointed in his place, and no acting allowances given in consequence of his deputation, the Comptroller debited only the clerk's deputation allowance against the census; whereas in the departmental accounts the census budget has been charged not only with the deputation allowance, but also with the pay of the clerk, though Government was bound to disburse his pay whether he had been deputed to census work or not. In Assam, the services of a considerable number of mandals and *patwaris* can be spared for a short time without prejudice to their legitimate duties, and the inclusion of their pay as well as of their deputation allowance in the departmental accounts is liable to give a misleading impression. If a first-grade mandal on Rs. 12 was employed, and was given a deputation allowance of Rs. 4, though his actual cost to Government for census work was only four rupees, he was shown in the census accounts as costing Rs. 16. Had this been really the expenditure entailed on Government, it would have been cheaper to employ temporary muharrirs, who could have been obtained for less than Rs. 16 per mensem, and the departmental accounts thus represent the census to have cost more than it really did.

The total cost of the census as ascertained up to date will be found in the statement appended to this chapter. Excluding expenditure incurred in Manipur and defrayed by the Manipur State (an item over which I exercised no supervision, as it was not charged to my budget), it amounts to Rs. 68,317, or Rs. 11-11-1† per 1,000 of the population.

The total cost of work done at the Shillong Secretariat Printing Office has not yet been ascertained, and the account rules with regard to my pay and acting allowances are not the same as those in force in 1891, so it is impossible to compare the gross expenditure of the two enumerations. If, however, the charges on account of my deputation allowances, the acting allowance of the officer acting in my place in a district, my travelling allowance and the expenditure as at present ascertained on printing the report are deducted from the charges of 1900-1902, and the corresponding items, *i.e.*, sub-heads 21, 22, 24, 25 and 26 are deducted from the accounts of 1890-92, it appears that the cost of the late census has been only Rs. 7-13-8† per 1,000, as compared with Rs. 9-11-7 in 1890—1892.

* If a substitute was appointed, and if acting allowances were given, the Comptroller debited the pay of the substitute and the acting allowances to the census budget.

† The population of Manipur has been excluded from the divisor, and the cost of the enumeration and slip copying in Manipur has been excluded from my accounts, though the cost of sorting and compilation has not. This figure differs from the amount shown in the Introduction to the Census Report, as the accounts have now been revised.

Slip Sorting and Compilation.

A comparison of this sort is to some extent misleading, as the slip system which was employed on the present occasion is cheaper as well as more expeditious than the system of abstraction by tickets, but there can be no doubt that the expenditure was cut down to the absolute minimum; and had I to do the work over again, I should be disposed to reduce the hours of work and to increase the numbers of the superior staff and the pay of the muharrirs employed on abstraction and tabulation. The Census Report and Tables were published on April 1st, or within thirteen months of the date on which the enumeration was made; but this result was only attained by working at much higher pressure than is usual in Government offices.

The Comptroller's statement of expenditure groups the various items under four main heads—(A) Salaries and Allowances, (B) Establishment, (C) Travelling Allowances, and (D) Contingencies. The expenditure under the first head, as ascertained at the time when this report was sent to press, amounted to Rs. 18,370-10-1, which represented my deputation allowance and that of my gazetted assistant and the acting allowances given in consequence of my withdrawal from the regular line, all of them being items over which I could exercise no control.

Under the head Establishment, the actual cost to Government amounted to Rs. 31,965-2-4. This includes the pay of persons who were specially entertained for census work either as clerks or enumerators in the districts as well as in the central office, the deputation allowances of Government servants deputed to the census office, and acting allowances given to clerks who received temporary promotion in district offices in consequence of the absence of their seniors. The expenditure under these heads in 1890-92 appears to have been Rs. 40,994-0-4, and the large reduction which was effected was due partially to the simplification of the system for tabulation and abstraction, and partly to the fact that in the Assam Valley almost the whole of the slip copying was done by mandals.

The expenditure on Travelling Allowances was Rs. 2,497-3-10, but this does not include the sums drawn by Government servants for tours of inspection of census work, as these items were debited to the head from which they drew their pay.

The fourth head, Contingencies, shows an expenditure of Rs. 15,484-10-11, the principal items being Printing (as at present ascertained) Rs. 6,860-12-6, Miscellaneous Rs. 4,759-13-1, and Stationery Rs. 1,812-15-7. The lastnamed sum represents the amount actually debited against the census for stationery, and the total cost, as shown in column 5 of the statement, is Rs. 4,757-9-11. This sum can hardly be considered excessive if it be borne in mind that over two million forms of one sort or another were supplied for the enumeration and 7,537,324 slips for abstraction. In addition to this, there were the compilation registers and the ordinary stationery required for use in a large office.

Expenditure in district offices.

63. The second statement shows the expenditure incurred in district offices in connection with the enumeration. The total cost, excluding the Lushai Hills and Manipur, amounted to Rs. 3,498-9-4, or one rupee for every 1,646 people enumerated. The charges were highest in the hills where paid enumerators had to be entertained, but in the plains they were cut down to the lowest possible limit. In Darrang the total expenditure was only Rs. 43-9-0 and in Goalpara Rs. 59-13-0, while both in Nowgong and Sibsagar it was less than one hundred rupees. In 1891 the total cost for the same area was Rs. 4,564, and in 1881 the expenditure on enumeration was more than double that amount, and we have now, I think, reached the absolute minimum, and no further economy can be practised. The cost of house-numbering in the plains was only Rs. 7-12, of ink and petty stationery Rs. 12-7-6, and of lights Rs. 3-3-0, and it need hardly be said that these figures give a very inadequate idea of the actual cost of these operations. In the hills, where a volunteer agency cannot be obtained, the cost of the enumeration was of necessity higher, but even here it was, with the exception of the Khasi and Jaintia Hills, less than it was ten years ago, and the work was done most economically even in the Garo Hills, where the expenditure (Rs. 742-14-4) was highest.

No extra establishment was entertained, except in Sylhet, and the pressure of work in that district is so heavy, that it was impossible to expect the ordinary staff to dispose of the whole of the census work without assistance. It is not, in fact, too much to say that not a single rupee was spent by the district officers in Assam unless it was absolutely necessary.

STATEMENT No. I.

Showing the expenditure on Census operations in Assam, 1900-1902.

Accounts heads.	Expenditure according to the books of the Comptroller, 1900-1901.	Expenditure according to the books of the Comptroller, 1901-1902.*	Total.	Expenditure as shown in the books of this office, 1900-1902.	Difference.	Departmental accounts sub-heads.
1	2	3	4	5	6	7
(A)—SALARIES AND ALLOWANCES.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
1. Pay and allowances ...	.....	.....	.....	30,764 4 11	.....	25. Pay of Superintendent and his assistant.
2. Deputation allowances ...	2,092 12 10	2,582 2 7	4,674 15 5	4,674 15 5	.....	26. Deputation allowances of Superintendent and his assistant.
3. Acting allowances	6,888 10 1	6,807 0 7	13,695 10 8	.....	.....	
Total (A)	8,981 6 11	9,389 3 2	18,370 10 1	35,439 4 4	17,068 10 3	
(B)—ESTABLISHMENT.						
1. Pay	4,001 14 0	25,199 5 10	29,201 3 10	246 9 6	.....	1. District Office establishment (for enumeration only).
2. Deputation allowances ...	334 11 9	1,901 14 6	2,236 10 3	3,501 9 4	.....	4. Remuneration to census officers (for enumeration only).
3. Acting allowances	20 0 0	485 10 6	505 10 6	2,494 4 9	.....	13. Record establishment.
				392 6 8	.....	14. Correspondence and accounts establishment.
				675 6 3	.....	15. Menial establishment.
				11,028 0 9	.....	16. Working staff, including superintendence—officials.
				19,498 12 11	.....	17. Working staff, including superintendence specially entertained.
				104 3 9	.....	17*a*. Compilation of Military Returns.
				3,475 8 9	.....	28. Superintendent's office establishment.
3(*a*) Allowance to Hospital Assistant	.....	21 9 9	21 9 9	21 9 9	.....	Allowance to a Hospital Assistant.
Total (B)	4,356 9 9	27,608 8 7	31,965 2 4	41,438 8 5	9,473 6 1	

* The figures for March in this column are approximate, as the statement was compiled before the Account Department figures were ready.

Slip Sorting and Compilation

STATEMENT No. I.

Showing the expenditure on Census operations in Assam, 1900-1902—continued.

Accounts heads.	Expenditure according to the books of the Comptroller, 1900-1901.	Expenditure according to the books of the Comptroller, 1901-1902.*	Total.	Expenditure as shown in the books of this office, 1900-1902.	Difference.	Departmental accounts sub-heads.
1	2	3	4	5	6	7
(C)—TRAVELLING ALLOWANCES.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
1. Officers	1,616 8 7	260 8 0	1,877 0 7	1,877 0 7	.....	27. Travelling allowance of Superintendent and his assistant.
2. Establishment	295 5 9	324 13 6	620 3 3	668 0 6	.....	18. Travelling allowance (abstraction and compilation).
				265 6 9	.....	29. Travelling expenses of establishment.
				351 3 0	.....	5. Travelling allowance of census officers (enumeration).
Total (C)	1,911 14 4	585 5 6	2,497 3 10	3,161 10 10	664 7 0	
(D)—CONTINGENCIES.						
1. Office rent	.....	34 4 3	34 4 3	464 4 3	.....	11. Office rent (abstraction and compilation).
				.....	.....	30. Office rent (Superintendent's office).
2. Purchase and repair of furniture	367 14 6	117 2 0	485 0 6	616 4 6	.....	12. Purchase and repair of furniture (abstraction and compilation).
				.....	.....	31. Purchase and repair of furniture (Superintendent's office).
3. Postage	393 6 0	182 4 6	575 10 6	.....	.....	2(*a*). Postage (enumeration).
				23 1 6	.....	19(*c*). Postal charges (abstraction and compilation).
				552 9 0	.....	33 (*a*). Postal charges (for Superintendent's office).
4. Telegrams	78 12 0	96 7 0	175 3 0	.....	.....	19 (*d*). Telegrams (abstraction and compilation).
				175 3 0	.....	33 (*d*). „ (Superintendent's office).
5. Stationery supplied from Government Stores.	694 4 9	13 5 10	707 10 7	929 9 11	.....	33 (*a*). Stationery (for Superintendent's office).
6. Purchase of stationery ...	121 9 6	983 11 6	1,105 5 0	239 0 0	.....	2 (*c*). Ink and petty stationery (for enumeration—district charges).
				1,343 6 9	.....	6. Paper (enumeration).
				1,500 13 2	.....	20. Paper (for abstraction slips).
				57 9 4	.....	21. Paper (for tabulation and compilation).
				687 4 9	.....	19 (*a*). Stationery (for abstraction and compilation).
Total (D) carried over ...	1,655 14 9	1,427 3 1	3,083 1 10	6,589 2 2	.....	

Statement showing the expenditure on Census operations in Assam, 1900-1902—concluded.

Accounts heads.	Expenditure according to the books of the Comptroller, 1900-1901.	Expenditure according to the books of the Comptroller, 1901-1902.	Total.	Expenditure as shown in the books of this office, 1900-1902.	Difference.	Departmental accounts sub-heads.
1	2	3	4	5	6	7
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
Total (D) brought forward ...	1,655 14 9	1,427 3 1	3,083 1 10	6,589 2 2	.....	
7. Printing at Government Presses	653 8 2	3,997 0 10	4,650 9 0	654 4 0	.....	8 (*a*). Printing at Government presses (enumeration).
				508 10 2	.....	23 (*b*) Printing at Government presses (press charges for abstraction and compilation).
				3,795 10 7	.....	32 (*a*). Printing at Government presses (report).
8. Printing at other presses ...	2,148 2 0	62 1 6	2,210 3 6	936 5 3	.....	8 (*a*). Printing at other presses (enumeration).
				62 1 6	.....	23 (*b*). Printing at other presses (abstraction and compilation).
				.....	.....	32 (*b*). Printing at other presses (report).
9. Freight	501 8 9	279 6 9	780 15 6	665 8 9	.....	2 (*e*). Freight (enumeration).
				294 2 0	.....	19 (*e*). Freight (abstraction and compilation) on enumeration books and slips.
				95 6 0	.....	33 (*e*). Freight (records and stationery).
10. Miscellaneous	3,183 14 1	1,575 15 0	4,759 13 1	548 1 9	.....	2 (*a*), (*b*) and (*f*). Miscellaneous and contingencies, district charges, enumeration).
				1,162 5 6	.....	19 (*b*) and (*f*). Contingencies and miscellaneous (abstraction and compilation).
				627 11 6	.....	33 (*b*) and (*f*). Contingencies and miscellaneous (superintendence).
				13 3 6	.....	3. House numbering.
				41 9 0	.....	7. Carriage of paper to press (enumeration).
				.....	.....	9. Binding forms.
				.....	.....	10 (*a*) and (*b*). Despatching forms (postage).
				.....	.....	22. Carriage of paper to press (abstraction and compilation).
				594 14 9	.....	24 (*a*) and (*b*). Despatching charges (abstraction and compilation).
Total (D)	8,142 15 9	7,341 11 2	15,484 10 11	16,589 0 5	1,104 5 6	
Grand total (A), (B), (C) ...	23,392 14 9	44,924 12 5	68,317 11 2	96,628 8 0	28,310 12 10	

* The figures for March in this column are approximate, as the statement was compiled before the Account Department figures were ready.

Slip Sorting and Compilation.

STATEMENT No. II

Showing the expenditure incurred in district offices in connection with the enumeration.

Heads of expenditure.	Cachar, including North Cachar.	Sylhet.	Goalpara.	Kamrup.	Darrang.	Nowgong.	Sibsagar.	Lakhimpur.	Naga Hills.	Khasi and Jaintia Hills.	Garo Hills.	Total.	Manipur State.
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1. District Office Establishment ...	...	246 9 6	...	...	...	...	...	...	...	...	...	246 9 6	...
2. Contingencies—													
(*a*) District office	...	...	8 0 0	...	...	...	...	2 12 0	...	...	...	10 12 0	...
(*b*) Lights	...	...	...	3 3 0	...	...	...	...	...	...	...	3 3 0	...
(*c*) Ink and petty stationery ...	...	2 4 6	4 3 0	...	...	...	6 0 0	...	53 2 0	78 10 9	39 2 9	183 7 0	...
(*d*) Postage	...	...	...	...	...	...	...	...	0 1 0	...	...	0 1 0	...
(*e*) Freight	...	80 10 0	2 4 0	12 5 0	17 5 0	60 9 9	52 9 0	39 0 0	44 6 0	128 5 0	12 0 0	449 5 9	18 4 0
(*f*) Miscellaneous	10 0 0	168 6 6	45 6 0	123 13 0	26 4 0	39 0 0	10 0 0	174 4 6	56 1 6	11 0 0	...	664 3 6	793 3 1*
3. House-numbering	...	...	...	...	...	...	...	7 12 0	...	5 7 6	...	13 3 6	...
4. Remuneration to Census Officers	439 0 0	64 8 0	...	...	...	...	26 0 0	...	210 0 0	496 8 6	691 11 7	1,927 12 1	675 0 0
5. Travelling allowances of Census Officers	...	...	...	...	...	...	...	...	...	...	...	...	...
Grand total	449 0 0	562 6 6	59 13 0	139 5 0	43 9 0	99 9 9	94 9 0	223 12 6	363 10 6	719 15 9	742 14 4	3,498 9 4	1,486 7 1
Expenditure in 1891	516 6 9	890 11 3	248 7 8	210 6 8	133 0 0	40 11 9	131 14 9	295 3 8	562 10 0	651 12 1	882 12 3	4,564 0 1	74 1 1 0

* Includes cost of schedules and all other contingent charges not shown separately.

N.B.—This statement does not include the charges (except for Manipur) not debitable to the census budget.

APPENDIX A.

EXTRACTS FROM DISTRICT REPORTS.

Cachar.—*Extracts from the Report of Captain H. M. HALLIDAY, I.S.C.*

Under this last direction, the recent cadastral survey of the district was made the basis for the compilation of the registers, but as the new cadastral maps of certain parganas were not received here from the Calcutta Map Record and Issue Office before the month of April last the work could not be finished during the cold weather, although it was taken in hand as early as possible. It was finished, however, by the middle of April, and the registers were made over to the police in sadr and to responsible Government officers at Hailakandi to fill in the headings 3 and 4, showing the number of houses in each block and the names of persons fitted for appointment as census officers. They were directed also to test the blocks on the spot in respect of their dimensions and geographical position, as also of the suitableness of each being placed under the charge of one enumerator. But before the complete register was made up a rough list was compiled in the sadr office, partly from the cadastral maps, showing the names of hamlets etc., and partly from the last census registers, which had once been tested by the police during the cold weather. The newly revised registers had therefore to be tested again, but as the police and the other Government officers had already collected the necessary information with regard to the number of houses and literate persons capable to do census work in respect of most of the villages, their work the second time was very easy. Only in a few cases, where the previously fixed blocks have been split up with a view to keep up to the average of 50 houses for each block, they had to make a second local enquiry to effect the necessary division of the houses. On receipt of the registers back from the police, blocks were revised and circles and charges formed geographically and marked in the cadastral maps.

Preparation of registers.

Every care was taken to retain the natural boundaries. In the first place in an one inch to a mile of the district map all the charges were distinctly marked with different colours. Within them the circles were shown by straight lines drawn across horizontally or perpendicularly cutting each other at right angles or otherwise. The blocks were again marked by small circles drawn with black ink within which their respective numbers were inserted. The charges, circles and blocks were differently numbered, so at a glance in the map they were distinctly discernible, even to one who was not accustomed to the use of maps. Each of the superintendents was supplied with a tracing of his charge, the supervisors with those of their circles showing the blocks. The superintendent was moreover supplied with the cadastral sheet maps of the tract which fell within his charge, in which also the blocks have been marked.

Each of the tea gardens in the district was formed into an independent circle, and all such circles were divided amongst several charge superintendents. Although the latter were instructed to avoid direct interference with the enumeration of the garden population which had to be conducted under the supervision of the managers, they were not exempted from the responsibility of seeing that the work was properly done and the enumerators' schedules collected with promptitude after the final census. It was for this reason the tea gardens were also included in the Subdivisional Registers and their maps supplied to the charge superintendents.

No house was excluded from being duly numbered and in fact no omission was discovered at the repeated scrutiny held from time to time by different officers. In the Silchar town even the public latrines and the *ganja* store houses, which are never occupied, were numbered and the servants' quarters in the European compounds were separately numbered according to occupation by different classes of servants.

* * * * *

(*i*) There were no real objections; the people generally showed their willingness to do the work, and many of them considered it an honour to do the work under the orders of Government. There was a single instance only in which a person refused to act as an enumerator, but it was found at last that his objection was due not to his desire to shirk the work but to his fear of being unable to do it properly. In two or three cases, the objections were due to bodily infirmity or old age.

(i) Extent to which objections were made to appointment, and how such objections were dealt with.

* * * * *

(*k*) The charge superintendents collected all their supervisors and enumerators in particular centres and explained the instructions laid down for filling in the schedules. Specimen forms meeting local requirements were filled up by the superintendents to instruct how the work was to be done. At a meeting held in the Deputy Commissioner's office on the 15th October 1900, all the charge superintendents were invited to attend, where the instructions were fully discussed and explained. The officers in charge of the census work in the Deputy Commissioner's office were always ready to explain every point of difficulty when a reference was made to them directly by a supervisor or enumerator. The Census Superintendent of the province during his last visit to the district in January 1901 saw all the charge superintendents and many of the supervisors, and personally explained the most important points regarding the filling in of the schedules. Thus, every possible care was taken to disseminate the instructions for filling in the schedules and to insure correctness and uniformity of the work.

(k) Manner in which the instructions for filling in the schedules were disseminated.

* * * * *

Cachar.

(*l*) In the rural tracts the writing of the preliminary records commenced on the 20th January and in the municipal area on the 1st February, and by the last week of February the records were all complete. Each of the enumerators was supplied with two extra schedules, and the superintendents provided them with blank paper, which was used for experiment. In most cases the entire preliminary work was done in such papers, and after a complete check and countercheck the fair copies were made only a few days before the final census.

(*l*) Dates of commencement and completion of preliminary record.

During the whole month of February testing was carried on by the superintendents and supervisors and the officers deputed specially from the office. Almost every house was visited twice, and in some cases thrice, and on every occasion the preliminary record was tested and compared with the real state of things. The numerous corrections that were made in the draft schedules showed how carefully the work was done. The enumerators' schedules were checked at first by the supervisors and then counterchecked by the superintendents: the officers deputed from my office having made a general check here and there to see specially if the work was being done under a uniform system.

With regard to column 5 of the schedule, I have pointed out that, instead of showing both the sexes in one column it would have been better to show the males in one column and the females in another. That would have saved much time in totalling up the result and the liability to error would have been greatly minimised.

* * * * *

Boats.

As regards the moving boats in the Barak river, four patrol boats were engaged, each of which, with an enumerator, censused the up and down boats which were met with in places other than the recognised mooring ghats. Thus, one enumerator in a boat enumerated all the floating population from Mynadhar to Lakhipur, a second from Lakhipur to Silchar, a third from Silchar to Sealtick, and a fourth from Sealtick to Natanpur, the western limit of the district. As the portion of the river between Badarpur and Natanpur lay within the jurisdiction of both Sylhet and Cachar districts, it was arranged with the Sylhet authorities to have all the up boats enumerated by Cachar and the down boats by Sylhet, and this was done accordingly. The floating population between Jhalnacherra and Changsil was enumerated under special arrangements made between the Superintendent, Lushai Hills, and the Subdivisional Officer of Hailakandi, under the sanction of the Census Superintendent. The Subdivisional Officer, Hailakandi, made his own arrangements in effecting the census of the boat population at Katakhal.

* * * * *

(*o*) In consultation with the charge superintendents, divisions of charges according to geographical position of the different villages and tea gardens lying within the charge were made. Each of these divisions was treated as a centre, being easily accessible and equidistant to the several enumerators and supervisors employed to work around its neighbourhood. This obviated the difficulty and waste of time which would have been caused by an enumerator going with his schedules to the charge superintendent from the furthest extreme limit of the charge. In each centre there was a competent person to help in the preparation of the abstracts and summaries. The charge superintendent remained also in charge of one of these centres. After all the abstracts and circle summaries had been made up, the papers were collected and made over to the charge superintendents in their respective centres, where the charge summaries were prepared. They were then submitted to the office, where they were received between the 3rd and 6th of March, and the provisional totals were duly wired on the 7th March fixed by the Census Commissioner for India.

(*o*) System adopted for getting in provisional totals.

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(*r*) There was no complaint against the attitude of the people, neither was any opposition to be met with in any part of the district. The last two previous censuses must have educated the people, and no erroneous ideas appeared to have been circulated during the present census operations. The people generally took interest in the work, as they were quite willing to render every assistance in their power, and did not feel annoyed when the various census officers called repeatedly to test the work.

(*s*) There were 4 prosecutions against 4 chaukidars under section 10 of the Census Act, but as they were found afterwards to do the work satisfactorily the cases were struck off. Besides, 10 persons were reported for neglect of duty. As a warning was found to have produced the desired effect, they were not prosecuted under the law.

(*s*) Legislation.—Action taken under the Census Act, sufficiency or otherwise of its provisions.

North Cachar.—*Extract from the report of W. C. M. Dundas, Esq., Subdivisional Officer, North Cachar.*

(*a*) The general village register was prepared at first from the information given in the *khanasamari* registers of the subdivision, and afterwards corrected from information given by interpreters visiting the villages and by personal inspection. The work was begun on the 1st July 1900 and finished on the 22nd October 1900.

Preparation of village register.

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(*r*) No objections were raised by the people to the census, they answered all questions willingly, and were keen on seeing that every inmate of a house was entered in the form. No action to enforce the provisions under the Census Act was necessary. **Sylhet.**

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Railway.

The charge superintendents, supervisors and enumerators were all men connected with the railway work, and were under the supervision of, and instructed by, Mr. Anley.

There was no need for a village register, for the people employed on railway work were in scattered labour camps and bazars on railway land. Each of the petty contractors acted as enumerator for the camp of coolies working under him, while the railway departmental staff was enumerated by the upper and lower subordinates of the railway company.

(*e*) Each subdivision of the railway under an Assistant Engineer comprised a charge. This was again split up into circles under the upper and lower subordinates who looked after the petty contractors who were the block enumerators. The big European contractors acted as sub-charge superintendents and looked after the men working under them.

Sylhet.—*Extracts from the Report of D. H. Lees, Esq., I.C.S.*

Census areas and maps.

By my instructions, maps were prepared for each charge and each circle. The boundaries of the circles were then plotted into the charge map. Mr. Hart reports that this was found to be an extremely useful device. By its means it was discovered that large areas, particularly in the hilly tracts, had not been included within any circle at all.

As a rule it was found advisable to adopt thana and outpost areas as the basis of the formation of census divisions. In a few cases, circumstances necessitated further subdivision, but there was at no time any need for an extensive re-adjustment of these areas.

Objections raised to appointment.

In every subdivision there were many objections raised by persons who desired to evade the performance of the duty of enumerator. In some cases the objections were found to be valid, and substitutes were appointed. Many people withdrew their objections in response to the appeals made to them by the Subdivisional Officers. Others, as Mr. Skinner reports, were "brought round by threats of prosecution, without resorting to the penal provisions of the Act."

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Instruction of Enumerators.

Messrs. Hart and Majid were particularly active in assuring themselves that the instructions for filling in the schedules were thoroughly understood by the enumerators. In all subdivisions meetings were continually held, at which the charge superintendents and the supervisors conferred with the enumerators, who were encouraged to seek elucidation of obscure or difficult points.

Difficulty seems to have been experienced in every subdivision in dealing with the sects of religion. There are people, for instance, who call themselves Saktas (Hindus), but who indulge in fowls, even in pork and beef. They claimed to be and were entered as Saktas, but no respectable Hindu would dream of allowing the validity of their claim. The result is that the figures for sects will be practically worthless.

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Tea gardens.

In some gardens extra clerks were engaged simply to assist in the census work. But even where this was not done, the defect was not serious, because it is much more easy to take the census of 200 coolie lines than of 50 ordinary village houses. Managers having reported the arrangements they proposed to make were asked to affix numbers to all the houses. The numbering was particularly well done, because in many cases managers considered that it would be advantageous to let these numbers remain permanently.

Mr. Hart, Subdivisional Officer, South Sylhet, inspected the census work of every garden at least once, of most gardens twice, and of two three times. At the time of his inspection, he gave all the enumerators careful instructions how to fill up the schedules and made them fill up a few in his presence. The Immigration clerk, Babu Rajendra Chandra Deb, also inspected a large number of gardens, giving the enumerators further instructions in what they had to do and sending in reports of the progress made. A specimen schedule was drawn up specially for tea gardens and a copy sent to each garden. After the preliminary record had been written, Mr. Hart inspected 27, and Babu Rajendra Chandra Deb 33 gardens. The Subdivisional Officer received the greatest possible assistance from all the garden managers, who carried out most willingly and promptly all the instructions they received.

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System for getting in provisional totals.

The system generally adopted for getting in provisional totals was this. Three or more convenient points were selected in each circle. At these points the enumerators met, and in some cases the totals were examined by the supervisors. From these points information was sent to the headquarters of the circle and thence to the subdivisional headquarters. The system worked satisfactorily, and the results were all in by the 6th March.

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Goalpara.

Attitude of the people.

After the final census the inhabitants of certain villages in the Karimganj subdivision complained that the enumerators had, of set malice, entered them as Sudra Bhandari—Mr. Skinner redressed this important grievance by ordering the suppression of the offending term 'Bhandari.' From Sunamganj comes a report that so thoroughly were the opportunities of the census appreciated by the lower castes that in some places they refused to give any information for filling in the schedules unless the enumerators agreed to comply exactly with their wishes.

The census met with no opposition and excited no interest. Here and there, as in Habiganj, were people who displayed an unnecessary amount of excitement over their caste. Mr. Majid reports that there are still those who in their minds connect the census with some scheme of Government for taxation. One old lady appealed to him when on tour, to spare her because she had no property. Some people again thought it the prelude of the Chaukidari Act and the assessment of the villagers.

Mr. Hart remarks that the success of the census in his subdivision was due to the loyal co-operation of the people of all classes. Mr. Hart's own energy and ability had also a good deal to do with it. He thanks the garden managers of his subdivision for the help which they, without exception, and their staffs gave to him.

He has specially drawn my attention to the valuable services of Maulvi Mahammed Abdulla, Extra Assistant Commissioner, whose smartness in getting in his totals by the 3rd March is very creditable. Of Babu Nabin Chandra Dutta, a mirasdar holding no official position, he says—"He was appointed assistant charge superintendent of Matiganj on the 3rd December 1900. By continual touring and giving instructions to the supervisors and enumerators he brought them all up to the mark. He devoted himself body and soul to this work, and finally has the satisfaction of knowing that, owing to him, the census work of Motiganj charge was done at least as well if not better than any other charge.

It is impossible to resist the conclusion that no effort has been spared to make the census a success, and that, owing to the minute subdivision of work, the constant and thorough inspection and the continual elimination of error, the statistical results of this census are more valuable and more reliable than any similar information hitherto collected in this district.

To the loyal co-operation of the people themselves, as to the honourable and unremitting efforts of the gentlemen who took and supervised the census, is due this gratifying success.'

Extract from diary of Mr. Hart.

March 2nd.—Next morning I met one Peari Mohan De, teacher of the pathsala of Batuli. This man is the supervisor and sole enumerator of circle No. 38, which consists of seven Halam Tipperah punjis scattered about in the hills in the midst of heavy jungles. He told me (and from enquiries made, I believe it to be true), that he had started on his rounds at 7 p.m. the previous evening, and had not finished until 3 a.m. that morning. He was accompanied only by a village chaukidar. He had been ordered by the charge superintendent that he must without fail bring in his returns to the thana, 15 miles away over the Sagarnal pass, on this day. Having been up all night, he said he could not manage this, so asked for permission not to take in his returns till the following day, which permission I readily gave.

It seems marvellous that these unpaid men should have undergone such tremendous fatigue and even danger, for the sake of a Government which threatens the defaulter, but offers no reward to those who richly deserve it.

Goalpara.—*Extracts from the Report of F. E. JACKSON, Esq., I.C.S.*

Definition of village.

The definition adopted for a village was found to be suitable. What is a village, is pretty well known to the villagers. The difference between a village and a hamlet, however, not being defined, there was some confusion at the time of the division of a village into blocks. Generally, a hamlet was taken to be a village, if it was sufficiently large to form a block by itself.

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House numbering.

As soon as I commenced testing in charge No. 3, I found that the definition of a 'house' was misunderstood. The charge superintendent issued instructions to his subordinate census officers to take a house to mean a 'bari' or enclosure. The consequence was that a group of 'houses' occupied by several independent families in no way related to each other and in fact having nothing in common, excepting the *chak* (courtyard) was numbered as one house. Each of these groups had then to be split up into the several houses which composed it (sometimes into half a dozen houses) in accordance with the definition of a house given in the Census Code. It became necessary to re-number the houses, and the re-numbering was not completed before the end of December. This necessitated the re-writing of circle lists and the village lists and the appointment of new supervisors and enumerators at a very late period of the operations and retarded the progress of the census work to a great extent. I subsequently checked several of the charges myself. The testing disclosed serious defects in almost all the charges, but they were found out and remedied in time. The difference between the number of houses returned after the first counting, and the number returned after the house numbering had been completed was considerable.

I am of opinion that the measures taken to secure complete accuracy in the registers were highly successful, and that no villages or hamlets could possibly have escaped inclusion in the course of the repeated local enquiries that were continued right up to the close of the work. Kamrup.

House numbering cost nothing either in the municipalities or in rural areas. The house numbering was very well done all throughout the district. The people preserved their numbers with great care. The house numbering was fully tested by the supervisors, and also largely tested by the charge superintendents. It was done so carefully and accurately by enumerators that subsequent testing did not disclose any great defects in their work. Except in a few places, the definition of a house was correctly understood.

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In the course of my tour in the interior, I had supervisors and enumerators brought before me, wherever I went, with the object of explaining the rules for filling in the schedules, and personally explained the rules.

The preliminary records prepared by the enumerators were full of mistakes, and had to be thoroughly tested by the supervisors, charge superintendents, and other inspecting officers.

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Boat census, etc.

Special arrangements were also made for the census of the boat population. The mooring ghats were formed into separate blocks and special enumerators appointed for them. Besides this, patrol boats with special enumerators were employed for the census of the floating population of the Brahmaputra.

The charge superintendents made special arrangements with the supervisors and enumerators for the prompt submission of their papers. It was extremely difficult for some ch arge superintendents, located at a great distance from the headquarters, to submit their papers by the 6th. Most of the charge summaries had to be brought on horseback.

There was no opposition met with anywhere. No erroneous ideas seemed to be in circulation in connection with the census. The people took sufficient interest in the work, although people in some cases showed signs of unwillingness when it interfered with their own work.

Kamrup.—*Extracts from the Report of H. C. BARNES, Esq., I.C.S.*

Definition of a village.

In the portion of the district cadastrally surveyed, the areas which have been treated as villages in the survey were taken as villages for the purposes of the census; but in the non-cadastral portions, a village was taken in general as a collection of houses bearing a separate name. Sometimes a collection of such villages, each consisting of a very small number of houses, were grouped together and taken as one village.

The definition proved suitable in the case of cadastral villages, whereas the circumstances of places in the non-cadastral area were so varied, especially in Barpeta, that no attempt was made to lay down any general definition for these places.

A charge usually consisted of a mauza or a collection of mauzas. Special care was taken to see that the boundaries of census divisions do not overlap the boundaries of the administrative units, *viz.*, that a circle does not fall within the limits of two mauzas, etc. The towns were generally formed into separate charges.

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Result of testing of circle lists by charge superintendents.

The charge superintendents and the supervisors employed, were supplied with extracts from the circle register, together with maps of their respective jurisdictions. According to instructions, they devoted themselves to testing the extracts, and I believe that every village or hamlet either omitted at the time of preparing the general village register or formed after the submission of it, was duly reported and the village and circle registers brought up to date.

In a very few instances houses had to be re-numbered, but, in general, the definition of a house was well understood by all the officers engaged.

The testing of blocks went on right up to the night of the final census, and the houses found erected after the completion of house numbering were duly numbered and included in adjacent blocks.

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Instructions of Census Staff.

The draft enumeration on plain paper was made by almost all the enumerators of the district, and when the charge superintendent and supervisors passed them, the enumeration was recorded in the printed schedules supplied them.

Mr. Emerson, Assistant Commissioner, writes:—"After the preliminary enumeration had begun, I corrected as many as possible of the schedules, and in very bad circles, visited the circles for the purpose of instruction. I found that invariably a good charge superintendent who had time to devote to his charge meant a good charge, *e.g.*, Babu Hem Chandra Goswami's charge at Baroma and Babu Shubhrenda Mohan Goswami's at Palashbari tahsil."

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Darrang.

Submission of provisional totals.

The district total was submitted to the Superintendent of the census at Gauhati on 6th March 1901, and I telegraphed the same to the Census Commissioner for India at Calcutta the same day. The total of the boat population was communicated the next day, *i.e.*, on 7th March 1901, to both these officers. The success is due to the exertions of the charge superintendents to submit their papers punctually, and I am much indebted to them, more especially to charge superintendents Babu K. N. Sanyal, Extra Assistant Commissioner, and Babu Raj Mohan Das, Police Inspector, the former being the first officer in the district to telegraph his charge total, and the latter being the first officer to submit his enumeration books, etc., to my office.

Babu Shubhrendu Mohan Goswami, Public Works Department Supervisor, charge superintendent of Mauza Rani, was most energetic, and discharged the whole of his census work most satisfactorily. The Subdivisional Officer of Barpeta reports that he received all his figures from charge superintendents on the night of the 4th; this, considering that some of the tracts in Barpeta are very remote and the difficulties of travelling great, reflects much credit on the Subdivisional Officer and the whole of his staff.

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Attitude of the people.

The present census did not excite any feelings of fear or discontent. Babu Shubhrendu Mohan Goswami, however, reported that the inhabitants of village Bhalukkoa seemed to have an idea that the revenue would be increased, and that the census was being taken with this object. Generally, every one, whether official or non-official, took great interest in performing his part of the work, and all assistance required to make the record as accurate as possible was readily given by all classes of people, high or low.

Darrang.—*Extracts from the Report of Captain H. W. G. Cole, I.S.C.*

Preparation of Registers.

The village registers of every mandal's circle were prepared by mandals at the first instance from the records of their revenue returns without any reference being made to the records of the last census, and then they compared them with their abstract books and cadastral maps to see that no omissions occurred. The general registers of each subdivision included all cadastral villages, whether inhabited or not, but only those portions of the non-cadastral area which were inhabited or expected to be inhabited before the date fixed for the final census.

The preparation of the general village registers in both the subdivisions was started by the 10th January 1900, and completed by the 31st May 1900.

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Definition of a village.

In cadastrally surveyed tracts, the areas treated as villages at the time of the last cadastral survey were taken as such for the purposes of the census. In non-cadastral tracts, each gaonbura's circle was treated, where possible, as a census village. These villages included *pams*, *mokhutis*, *churs*, and isolated temporary hamlets which were grouped together for convenience into villages, even though they were some distance apart. Each group of houses bearing a separate name was shown in column 4 of the register. As regards the treatment of gaonburas' circles in non-cadastral tracts as villages, the remarks made in the census report of 1891 for the Tezpur subdivision still apply.

In the Tezpur subdivision, the settlement of *ex*-tea coolies is rapidly extending and the indigenous population move to "pastures new" as soon as the old land shows signs of exhaustion. The area available for new cultivation is still practically unlimited. Every isolated hamlet hidden in the jungle, if it is large enough, elects a gaonbura of its own. Many consist of two or three houses with no acknowledged headman, and it is not, therefore, possible to include such settlements in the recognised circles of gaonburas. Occasionally, new houses of *ex*-tea coolie settlers spring up only to be abandoned sometimes before the houses are completed. In such tracts selected areas were adopted as census villages in preference to gaonburas' circles.

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Testing of the general village register.

Before the appointment of charge superintendents in September 1900, the testing of the general village registers was principally carried on by touring officers, especially those belonging to the land revenue establishment. In the cadastrally-surveyed areas, no new villages were discovered, and in the non-cadastral tracts, such buffalo *khutis* of the Nepalese and new houses of *ex*-tea coolies and *pam* cultivators as were discovered were included in existing blocks, or new blocks were formed. After the appointment of charge superintendents, these officers were made personally responsible for the areas placed under them, and all the changes in the general village register, both in respect of villages and blocks, were made after due enquiry by them. *Chaporis* and *churs* continued to be visited right up to the census night, and in some cases new blocks had to be formed even a day or two before the final census. Scarcity of fodder and water was responsible for the frequent changes in the station of buffalo *khutis*.

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Darrang.

Census divisions.

The area included in a mandal's circle was ordinarily adopted as a census circle, but in cases where the mandal's circle exceeded 500 houses, it was split up into two or more census circles. Similarly, when the number of houses in a mandal's circle was far below 500, two or more such circles were amalgamated to form one census circle. In the sadr subdivision it was found convenient to make the charges co-terminous with the tahsil and *ex*-tahsil mauza boundaries, with the exception of the Tezpur town, which was separated from the Tezpur tahsil and formed into an independent charge. In the Mangaldai subdivision, Patharughat and Mangaldai tahsils were formed into two charges, and Kalaigaon tahsil was split up into two charges, while in non-tahsil mauzas charges were formed by the collection of a number of contiguous mauzas; similarly the block was formed by purely arbitrary divisions, care being taken that the enumerator could pay his visits on the census night without being put to difficulty owing to distance, intervening rivers, jungle, etc. No difficulty was experienced by enumerators in enumerating 40 or 50 houses, and most of the blocks containing more than 60 houses were split up into smaller ones.

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Appointment of census officers.

In some of the Kachari mauzas, there was even competition among candidates for the post of enumerator, as such appointments are regarded as conferring upon the happy recipients the status of a *bhalmanush*, which exempts them from serving as Government coolies. Most of the supervisors were mandals, and consequently there were very few changes after their appointment in October 1900. Changes in enumerators were necessary from time to time on account of absence, sickness, or the incompetency of the man originally appointed, and to fill such places as could not be filled locally, a reserve of mandals was maintained.

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The majority of the enumerators were required to write down the entries on plain paper in the first instance. These entries were then checked and corrected by supervisors almost in all cases. They were also checked to some extent by the charge superintendents, and orders were afterwards given to enumerators to copy them out in the printed schedules. It was in blocks largely inhabited by *ex*-tea coolies and Nepalese that the charge superintendents had to exercise the most careful supervision.

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The status of women and children was imperfectly understood, and also the sub-sects of the Hindus. But it was the castes, languages, and religions of coolies and Nepalese which gave the most difficulty to the enumerators. All charge superintendents took special care to test the preliminary records of these classes.

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Difficulties met with.

For *chaporis*, *buffalo-khutis*, *pam* cultivation, and places where *ex*-tea coolies are settling in numbers, it would answer all census purposes if the preliminary enumeration were commenced two weeks before the date fixed for the final census. But the conditions vary largely according to the locality, and the date for undertaking the preliminary enumeration of a migratory population must be left largely to the discretion of district officers and charge superintendents.

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My own opinion is that on the whole the rules are far too elaborate and the information required as to castes, etc., far too intricate and detailed, having regard to the class of enumerator with whom we have to work. This is especially the case with the castes of Nepalese and the classes which form the coolie population. When the latter are enumerated on gardens their castes are probably described fairly correctly, but I have failed often myself to get correct information from Nepalese and old coolies as to their castes, and it can be readily imagined what the efforts of the Assamese mandal result in. The enumerators were instructed to enter in column 9 the principal occupation of the person enumerated; yet on the census night "*Alahikhowa*" (guest) was entered in column 9 for a person on a visit. One enumerator in the Mangaldai subdivision entered as a person's subsidiary occupation: "*Sadai micha sakhi die*" (*i.e.*, always gives false evidence). For the occupation of children, "sucks mother's breast" was not uncommonly found in the schedules. Other professions of children were "*Mati makhi khela kare*," *i.e.*, plays in the mud.

Our enumerators and supervisors were chiefly drawn from the indigenous rural population and the greater number of the names required were entirely unknown even to the charge superintendents, who, when applied to by their subordinates for instructions on these points, could only tell them to record whatever the Nepalese and *ex*-tea coolie settlers might give as their religion, castes, languages, and places of birth. *Ex*-tea coolies and Nepalese settlers form a large proportion of the sadr subdivision population, and it is very doubtful whether the information as to caste, language, etc., has been recorded in the enumeration-books with sufficient accuracy to make these records of any value.

Special attention was paid to the enumeration of the outlying parts of the district, and some literate police constables and trained enumerators were kept as a reserve force for emergent cases.

I am glad to report that the arrangements for the enumeration of boats and *chur* population appear to have been very complete, and I should doubt whether a dozen people escaped enumeration.

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Nowgong.

To enable me to telegraph the provisional totals of the district on or before the 7th March as prescribed in the census code, orders were issued to all charge superintendents to arrange to have all their supervisors and as many enumerators as possible collected at central places in their respective charges on the 2nd March, together with all the enumeration books of every circle. Enumerators' abstracts at the end of the lower cover of the enumeration books were checked according to the system of double check suggested, and the circle summaries prepared by each supervisor. After careful examination of these circle summaries, charge summaries were prepared by charge superintendents themselves and sent to the Deputy Commissioner's office or the Subdivisional office not later than 5th March. At the headquarters station of each subdivision these charge summaries were added under the supervision of the Sub-Deputy Collector at Tezpur and of Babu Jojneswar Das Gupta, Sub-Deputy Collector, at Mangaldai. On receipt of the total figures of the Mangaldai subdivision on the 6th March, the figures of both the subdivisions were added at Tezpur and telegraphed to the Superintendent of Census Operations, Assam, at Gauhati and also to the Census Commissioner in Calcutta. The Subdivisional Officer of Mangaldai telegraphed his figures on the evening of the 5th March, and the district total was telegraphed on the 7th March, the date prescribed for the purpose.

System adopted for getting in provisional totals.

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The people of this district were mostly indifferent and apathetic to the census, though no objection was raised to its being taken. Some reasoned that the object of the census was the imposition of a poll-tax or an increase of land revenue. In the Mangaldai subdivision some persons got hold of the idea that the census was taken with a view to determine the number of coolies who might be sent out in the event of war, and, as reported by one of the mauzadars, some raiyats actually concealed themselves on the census night with a view to escape enumeration. This idea seems to have its origin in the fact that in the course of the census of 1891 certain coolies had been sent from Mangaldai in connection with the Manipur expedition. The majority of the raiyats, however, did not bother their heads about census matters.

Attitude of the people.

Nowgong.—*Extracts from the report of J. F. GRUNING, Esq., I.C.S.*

On receipt of Circular No. 25J., dated December 13th, 1899, *parwanas* were issued to tahsildars, mauzadars, and supervisor kanungos to have the register prepared by their mandals. The work was begun on February 19th, 1900, and finished on July 5th, in all charges, except No. 10, where great difficulty was experienced in writing the register, and the Reverend J. M. Carvell had to do much of the work himself. The register for this charge was finally submitted on December 17th. The office register was completed for 11 charges by August 8th and for charge No. 10 in December.

Administration.

The revenue records were used as far as possible, but they were of little use in the Mikir Hills, where everything depended on local enquiry.

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I kept the mauzas as circles, because their boundaries are well defined, and there was no risk of confusion. If a mauza was large, extra help was given to the mauzadar by giving him one or more picked mandals as his assistants, but the responsibility for the work remained with him. In the tahsils the circle supervisors were the tahsil office muharrirs, and selected mandals.

Census units.

On the whole, the size of the block prescribed is a fair standard, but much latitude must be allowed on either side, *e.g.*, in Baropujia, where there are four houses in a single enclosure, and where the enumerator was a mandal who had enumerated that very block at the census of 1891, a much larger block could be worked than in places where there were only scattered groups of huts. In fact, the nature of the locality, the qualifications of the individual enumerators, and, above all, the number of men available have to be considered.

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In the Mikir Hills, in places where it was found difficult to put numbers on the *changs*, the numbers were painted on pieces of wood which were most carefully preserved by the householders; I was much struck with the air of pride with which they were produced when I asked for them.

House numbering.

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The date fixed for the beginning of the preliminary record proved suitable. I need hardly say that, from the point of view of a district officer in Assam, a worse date than March 1st could hardly be fixed for taking the census, as it interfered most seriously with revenue collections.

Suitability of date.

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I cannot help thinking that far too much detailed information has been asked for in this census. Religion and caste are sufficient to give the real divisions of the people without going into questions of sect. I would omit altogether the column for subsidiary occupation. It must be remembered that most of the enumerators are ordinary villagers without much education. They have done their best, but at the next census I would try and make things a little easier for them.

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Hill tracts.

Of the hill mauzadars, only the mauzadar of Dimapur can read and write, and some of them cannot even count beyond ten. I saw a great deal of the work in the out-of-the-way parts of Nomati and Jamunamukh. In a number of instances, the charge superintendent wrote the preliminary record himself. Under these circumstances, the difficulties were of necessity very great, but the Sub-Deputy Collector did not spare himself, and I think his final records are as correct as it was possible to make them.

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Tea gardens.

On October 16th, letters in the printed forms were sent to tea-garden managers, and on receipt of information as to the number of blocks which would be formed and the approximate population of each garden, the necessary forms were issued. At the same time, I visited as many gardens as possible. With the exception of the Palkai Company's gardens, I saw every manager from Silghat to Jiajuri and explained the forms to them. I visited also Borpani, Killing, and Kulikusi. Mr. Burt, District Superintendent of Police, visited the Kondoli gardens and Rangalu. At the time of house numbering, the Civil Medical Officer looked at the work in gardens where he was inspecting, and I saw as much as I could. In March, I examined the preliminary returns of the Salonah Company's gardens Haspani, Amlukie, Rangagora, all the Chubwa Company's gardens, Siconee and Sagmuthia. Mr. Ezechiel, District Superintendent of Police, visited Palkai and Kuthori, and Mr. Burt, the Kondoli gardens.

On the whole, I found the work well done. The house numbering was carefully looked after. I found that at one garden the zealous enumerator, to whom the definition of a coolie house had been carefully explained, had put separate numbers on each of the three doors of the manager's bungalow.

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Attitude of the people.

No opposition was met with, except in the one case noted in the next paragraph. At first, there was some idea that the census was made in order to increase the land revenue or to impose a new tax, but I do not think this lasted long. So far as I can make out, the general opinion was that the Sirkar wanted to know how many people there were, and what they were doing.

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Census officers.

Out of 1,356 enumerators, 1,094 were non-officials. So far as I could see, all worked willingly, and did their best, though some were only just able to read and write. One old villager, near Basanaghat, pointed out to me with great pride how he had numbered his block, and how he had put a number on a tree under which travellers often rested.

In conclusion, I should like to say a few words about the charge superintendents. All worked well; but the most difficult charges to handle were charge No. 10, the Reverend J. M. Carvell, No. 12, Babu Radha Mohan Das, Sub-Deputy Collector, and charge No. 7, Babu Harendra Kumar Ghosh, Sub-Deputy Collector. All did good work, and I am especially indebted to the Reverend J. M. Carvell, without whose assistance I should have found it very difficult to get a charge superintendent for mauzas Rongkhang and Duar Amla.

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The Mikir Hills.

In these hills, the villages are very small. The average number of houses in a village is four or five. Sometimes a single house on an isolated hill is treated as a village. These villages were arranged into convenient groups, and for each group a mandal was selected as enumerator.

To secure accuracy, the gaonburas were strictly ordered to appear before the supervisor kanungo, and report all births, deaths and other changes that might take place in their villages, subsequent to the last visit of the enumerators. The majority of the gaonburas acted up to these orders. As the Mikir *basts* in the hills are very rarely visited by strangers, and as many days were not allowed to elapse between the last visit of the enumerators and the final night, I venture to think that very few changes were left unrecorded, and that the census has been as accurate as could be expected in such wild tracts.

Extracts from Report of the Sub Deputy Collector on the census of the Mikir Hills.

"Each mauza was taken as a census circle, and its mauzadar was appointed supervisor. Out of eleven supervisors only three, *viz.*, those of Nij Jamunamukh, Nomati, and Dimapur, were literate. They did their share of the work fairly well. The other supervisors, being illiterate, could not possibly exercise any direct supervision, but they willingly rendered all necessary assistance to the enumerators.

For Jamunamukh, Nomati, and Dimapur, the enumerators were picked up from among the local people. The majority of them were necessarily very imperfectly educated,—some barely able to write,—but I am glad to say that they did the work willingly and to the best of their ability. To go from house to house is at best an irksome duty, more so when there is no prospect of any reward, but these people find so few occasions to make use of their literary skill that they welcomed this opportunity, and felt a genuine pleasure in the work. The more ignorant the enumerators, the more open they were to instruction. There were a few men who worked as enumerators in the census of 1891, also. They had ideas of their own, which I found it a little difficult to remove. The best educated of my enumerators was the dullest and most careless of the lot. His work had to be done partly by the mauzadar and partly by me, and he was required only to note the changes in the final night. He showed as "borola" not only persons whose wives were left behind in their native districts (for this, he might have some excuse), but also persons who have never been married: when questioned, he had the stupidity to say that in his country (he is a man of Kamrup), all bachelors are called "borola."

Sibsagar.

In a few instances, I found the enumerators quite willing, but so unaccustomed to writing that the task of making two or three hundred entries in a book of schedules seemed too heavy for them to be got through in a reasonable time. I relieved them by filling up the schedules for them.

The mandals who conducted the enumeration in the non-synchronous area, were carefully trained, and they did the work intelligently. On the whole, my enumerators did well, and I experienced no trouble.

On the 1st of March I left camp Doboka at about 3 p.m., and proceeded direct to the furthest limit of my charge (Bhelanguri village) in the Kathiatoli direction. I reached there when it was about evening, and, after making a round of the village, marched back and arrived at camp after midnight, visiting *en route* all the villages situated on either side of the Doboka road, and those along the foot of the hills. I am glad to say that everywhere I found the enumerators were out. The raiyats were also found to keep up a light in their house. Those who could not afford a light were seen seated round a blazing fire in their courtyard. On the whole, I trust the census *has been fairly accurate.*

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There was no opposition from the people, and, as far as I could see, no one suspected that the census would be followed by a fresh tax or any other evil. Some simple village people asked me what it was meant for. The most convincing explanation I could give them—an explanation which seemed to satisfy them—was that the great Maharani wanted to know how many people she had, and how they were living.

Sibsagar.—*Extracts from the report of J. C. ARBUTHNOTT, Esq., I.C.S., C.I.E.*

(*b*) Definition adopted for a village, extent to which the definition proved suitable or the reverse.

(*b*) The cadastral villages were taken as villages for census purposes. In non-cadastral areas collections of houses having local names were treated as villages. Scattered houses were considered as being included in the adjacent known village. Small hamlets containing only a few houses were grouped under one block, bearing the name of one village. *Mo-khutis* away from the villages were treated as separate blocks. The definition proved suitable, and no difficulty was encountered in this connection.

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Supply of maps and registers to Census Officers.

Besides the above, all the charge superintendents were supplied with copies of the circle list register and maps of their respective charges on the scale of 1″=1′ mile. All the supervisors were also supplied with trace maps of their respective circles, and copies of the circle list registers. These officers were instructed to see that the boundaries of the blocks in their jurisdiction were conterminous, and that they did not overlap one another. As a result of their testing, many huts in outlying tracts such as *Mo-khutis* and *Muga*-rearing *somonis* were found to have been left out, and new blocks had to be formed.

Such cases of omissions were met with, specially in non-cadastral areas.

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Attitude of Census Officers.

On the whole, I may say that the non-official enumerators worked uncomplainingly, and with a will, and that there was no need of compulsion anywhere.

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Correction of preliminary record.

The preliminary record, prepared on plain paper, was full of mistakes, and the superintendents and the supervisors had to correct almost all the books before the entries were allowed to be copied on the printed schedules.

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Date fixed for commencement of preliminary record.

In my opinion, the preparation of the preliminary record in rural tracts should be commenced earlier. Although in all the charges the work was begun during the second week of January, it was not finished before the middle of February. The superior officers had barely a fortnight's time to test the correctness of the record. In the opinion of the Subdivisional Officer of Jorhat, the date could not be earlier, as in that case there would be chance of more alterations. But I think, if more time be allowed for testing, the record will be more correct and complete. Further, as the preliminary record is first prepared on plain paper, any alterations subsequently found necessary might be easily effected before the entries are copied on to printed forms, which is generally done only a few days before the final census. I think, if the testing could have been extended over a longer period, the number of incomplete and erroneous entries detected in slip-copying would have been much less.

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Difficulties met with in the schedule.

Column 4.—The sub-sect should be omitted. A vast majority of both the indigenous and the foreign population cannot say to which sub-sect they belong. In numerous cases the enumerators made the entries by pure guess-work. The enumerators had to ask the people who their gossains were, or what gods or

goddesses they worshipped. Assamese enumerators find it difficult to ascertain the sect of foreigners, and as a result almost all foreigners, such as Sonthals, Oraons, Mundas, Madrasis, of upcountrymen, were equally shown as belonging to the Sakta sect, with Bengali as their mother tongue!!! Jorhat.

Column 8.—The enumerators found difficulty in ascertaining the correct castes of foreigners. They wrote down what they took to be the name of the caste by ear, and the curious phonetic spelling in some instances made it difficult to ascertain afterwards the real name of the caste entered.

Column 13.—Like the caste, the language of the foreigner is another stumbling block to the Assamese enumerators. The names of some dialects, entered in the schedules are beyond their ken. I think an exhaustive list of dialects spoken by the foreigners mostly found in the district should be issued to the enumerators before the preparation of the preliminary record.

Column 14.—Mistakes were made in some instances by enumerators entering Assamese able to read and write in the vernacular as 'literate Bengali,' the character, not the language, being referred to. Of course, Assamese is the language taught in village *pathsalas* and not Bengali.

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(*o*) System adopted for getting in provisional totals.

(*o*) The charge superintendents and tea-garden managers sent in their totals with circle summaries before the 6th March. There was great delay in obtaining figures from the railway authorities, and it was owing to this delay that the district total could not be telegraphed earlier. The clerks sent from my office helped the superintendents in expediting the despatch of their totals to the sadr.

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Attitude of the people.

The people have got used to census operations, and have been therefore more or less indifferent in their attitude. The younger village folk appeared to take considerable interest in the actual census, mainly out of curiosity. No opposition was met with anywhere. The people were ready to help the census staff when necessary.

It is said that in some quarters vague fears were entertained that the enumeration of the people will lead to further enhancement of land revenue or the imposition of additional municipal taxes. The last census, it was recollected, occurred not long before the reassessment. For this reason it may be that individuals were not always willing to mention their subsidiary occupation.

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Suggestions.

The continuance of the census of boats on the larger rivers until the third day of the final census resulted in a certain amount of inconvenience by causing delay in getting in totals from the charges concerned. I would suggest that on the Brahmaputra the census of boats might be commenced, say, two days previous to the date of the final census, so that both village and boat census may be finished at the same time. If this is done, the charge superintendents could submit their totals earlier, and the figures could be checked to some extent before being telegraphed to the Provincial Superintendent.

Railways.

For the purpose of the census, the whole Assam-Bengal Railway line was divided into two charges. Each was placed under an Executive Engineer of the Assam-Bengal Railway. These officials were entirely entrusted with the arrangements for house numbering, preparing registers, etc., and were also requested to work out other minor details which might facilitate the taking of the final census.

On the 27th February last, I personally went to Nazira and deputed my Revenue Sheristadar to supervise the final census taken by the Executive Engineer in charge of the 16th and 17th divisions, with whom I had an interview. The Revenue Sheristadar travelled from Namti to Lakwa, and then to Suffry, and returned thence on the 2nd March, and informed me that the final census under the supervision of Mr. Spencer was successful. In spite, however, of the assistance rendered by my sheristadar and also of the distinct instructions issued from my office as to the punctual ubmission by the 4th March at latest of the totals of his charge after the final census, I regret to say that I did not receive figures from the Executive Engineer, 16th and 17th Divisions, Nazira, until the 8th. In consequence of this, there was considerable delay in wiring my district totals. Had the totals of Divisions 16 and 17 reached me in time, my district totals could have been wired more than a couple of days earlier than the time fixed.

JORHAT.—*Extracts from the Report of L. O. CLARKE, Esq., I.C.S.*

Definition adopted for a village.—Extent to which the definition proved suitable or the reverse.

Areas treated as villages in the cadastral survey were taken as villages for census purposes. In non-cadastral areas any collection of houses known by the people under a separate name was treated as a village; two or three or more of these were sometimes amalgamated into one block known by the name of the *pathar* in which they were contained, or by the name of the principal village. There was no difficulty in deciding what should be called a village.

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Lakhimpur.

House numbering.

A large proportion of the non-cadastral area was visited by me, and I never found any house unnumbered, except one which had been quite newly erected or which had been deliberately left unnumbered by the enumerator, *e.g.*, *namghars* and deserted houses, under the mistaken impression that it was not necessary to number these.

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Size of the block.

The maximum number of houses (50) prescribed for the block is, I think, too high, except in towns where the houses are close together and no new houses are likely to be added. Some blocks which originally contained 45 houses or so were found just before the census to contain 60 or 70 houses, owing to the erection of fresh temporary houses, so the blocks had to be re-arranged at some inconvenience. If the maximum outside town areas had been put at 40, this re-arrangement might have been avoided.

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I kept no record of the testing I did personally, but there were very few days that I was on tour that I did not test census work in one way or another. The entries in the Assamese villages were generally fairly accurate.

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In the case of foreigners the entries as to language spoken were most unreliable. Bengali was usually entered, whether the man came from Jubbalpur or Madras. An old Santhali declared that he talked Persian, and had been entered accordingly. 'Deshuali' was the name usually used to signify Hindi or Hindustani. Many Bengalis living in *bastis* were entered as talking Assamese. They said they had forgotten their own language, and such appeared to be really the case.

I think that in future censuses sect should be omitted, because the entries are not very reliable. Only a certain number of the villagers, and very few coolies, knew to what sect they belonged. The enumerators had to ascertain it by asking who their *gossain* was, or what *puja* they did. It is probable that many persons whose sect was ascertainable were not shown as belonging to any sect, and many more who had no sect, and did no *puja* whatsoever, were shown by an over-conscientious enumerator as belonging to some particular sect to which he thought they ought to belong.

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Remarks on final census and description of arrangements in special tracts.

The night of the final census was fine and rather cold. The people remained in their houses, and the work was generally begun as soon as it was dark. In the neighbourhood of Jorhat it was all finished by midnight. It must, however, have taken a good deal longer in places where the houses were more scattered.

Attitude of the people.

No opposition was met with, and not much interest was taken on the census. It was the *Sarkar's 'hukum,'* and that was enough.

GOLAGHAT.—*Extracts from the Report of J. DONALD, Esq., I.C.S.*

Size of block.

The size of the block prescribed I consider a very suitable one,—neither too great nor too small. With houses closely grouped together, the number could be increased, while, with houses scattered, the number had to be diminished slightly, so that 50 might be put down as the average number for a basis.

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No trouble was experienced with regard to caste, except that in many cases a Vaisnab could not tell whether he was a Damodaria or a Mahapurusia.

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Attitude of the people.

As regards the attitude of the people, little need be said. The erroneous ideas regarding the census have practically disappeared. The people seem generally to understand what is being done, and why. This is due, in some measure, to the fact that persons who acted as enumerators at the last census were employed to a considerable extent in the present census. In some cases the question was put as to whether the results of the census would result in an enhancement of land revenue. This idea was quickly dispelled. The old idea which prevailed in many minds at the last census, *viz.*, that unmarried girls would be snatched away to be betrothed to bachelor soldiers, had disappeared. The people, on the whole, gave considerable assistance in supplying information to the enumerators.

On the whole, the work was very satisfactorily performed. The charge superintendents worked well. The charge superintendent of Missamora and Ahotaguri, Babu Devesvar Sarma, Sub-Inspector of Schools, deserves special mention in this report.

Lakhimpur.—*Extracts from the Report of W. J. REID, Esq., I.C.S.*

(*a*) Manner in which the general village register was prepared and date of commencement and completion of the work.

Early instructions were issued to all mauzadars, but, what with delays and the necessity of sending lists back for correction and of having them tested by other agency, it was not until August 1900 that the work of writing up the register was properly started. It was finished in September.

A rough map showing the position of every village or hamlet was received from each mauzadar with his list as finally revised. Some delay was caused by the preparation of these maps being insisted upon: when received, they were compared with the cadastral maps and the district map, and special enquiries were held where neccssary. A map for the whole sadr subdivision was prepared, showing in different colours the thana, mauza, circle, and block boundaries. Each superintendent and supervisor was given a copy of that portion of the map with which he was concerned, and an extract from the general village register was given to each charge superintendent. Lakhimpur.

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Definition adopted for a village.

For the cadastral areas the cadastral village answered admirably. In the non-cadastral areas each collection of houses known by one name was treated as a village, the villages recognised at the previous census being taken as a guide. This worked fairly well, and was the only practicable definition. In some of the wilder tracts even those villages would have been subdivided had there been a sufficiency of literate men to act as enumerators.

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Size of block.

The size of block prescribed answered very well in populous places, but the standard had to be departed from considerably as circumstances required. In tea gardens it was a comparatively easy matter for one man to enumerate the inhabitants of a hundred houses or more, and this course had generally to be adopted, as the supply of educated men was limited. In some of the jungly tracts, on the other hand, the size of the block had to be much reduced. Had the standard number been adhered to, the distance to be travelled in one night would in many cases have been excessive, while danger from wild animals was also to be dreaded. The circumstances of this district, with its sparse population, are somewhat peculiar, and anything like a literal adherence to the standard size of block proved impossible. The tendency at first was to make blocks too large, and all the charge superintendents, and I myself, had in some cases to reduce them considerably. The tendency is easily explained by the notorious difficulty of obtaining the services of educated men in the district.

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Dates of commencement and completion of preliminary record, etc.

The preliminary record was commenced on the 20th January and completed on the 27th February. In every instance a draft on plain paper was made first, each enumerator being supplied for the purpose with five sheets of double Serampore paper, which it was calculated would hold two hundred entries. These drafts were checked by supervisors, charge superintendents, and touring officers, and then the schedules were filled up. Each supervisor and enumerator was supplied with lists of —

(1) The principal events of local interest in past years.
(2) The principal languages spoken in India.
(3) Provinces and districts arranged in alphabetical order. These proved of much assistance in the columns for age, language and birth place.

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Date fixed for preliminary enumeration.

The date fixed for the commencement of the preliminary record left little enough time before the final enumeration. With intelligent enumerators it would doubtless be all right, but in this district such men are hard to find. The testing of the preliminary record was complete and thorough, but to effect this every officer had to be out in the latter half of February, and the ordinary work of the district suffered to some extent. The date of commencement another time might with advantage be a fortnight earlier.

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Remarks on final census and description of arrangements in special tracts.

The night selected for the final census proved a fine moonlight one. The inhabitants of the town were directed to remain in their houses and keep a light burning until the enumerator had visited them. The Officer Commanding at Dibrugarh closed all the roads through cantonments. Carts and travellers were stopped till midnight at various selected places on the principal roads. Each charge superintendent spent the night in his charge and to each were given the services of clerks from different offices. There was ample supervision of the final census, and, so far as can be ascertained, every enumerator went round the houses in his block.

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Travellers on roads.—All carts and foot passengers were stopped until midnight at certain selected places on the principal roads, and these places were visited by the block enumerator and the circle supervisor.

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Tea gardens.

A demi-official letter was written to all managers and supervisors, and enumerators were appointed by them. When gardens were inspected under the Labour Laws, the opportunity was taken of giving instructions in census matters. Almost every garden was visited by the district superintendent of police, the Assistant Commissioner, or myself, most of them twice. Besides this, every garden was visited

Lakhimpur.

after the preliminary enumeration by the superintendent in whose charge it fell. The officers named above, the three Extra Assistant Commissioners, my Revenue Sheristadar, and some selected clerks also visited gardens after the preliminary enumeration, so that there was no lack of testing. The garden clerical staff were intelligent as a rule, and understood the explanations given. Some of them, however, were inclined to be careless, and required a lot of supervision. Managers understood that they had to enumerate all persons living on their grants, whether working for them or no t, and this was carefully done. House-numbering was a very simple matter, and there was no difficulty in keeping the coolies in their houses on census night.

Railway.

The work of census on the Assam-Bengal Railway in this district was superintended by the Executive Engineer. Mr. Bowles was rather late in starting, but the delay was more than atoned for. Mr. Thomas, Extra Assistant Commissioner, the superintendent of the Jaipur charge, started the work, and I visited the railway headquarters at Tiplingghat after the preliminary enumeration was over. I met all the supervisors, and myself gave them what instructions were required. House numbering was naturally attended with some difficulty, and on the whole it was perhaps as well, when the temporary nature of the houses occupied by railway coolies is considered, that operations began late. The inspector of police, Babu Bireswar Sen, was posted at Tiplingghat a week before the final census, and remained till the totals had been submitted.

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(*o*) System adopted for getting in provisional total.

(*o*) Each superintendent was on the night of the 1st March at a place in his charge of which he had previously given notice. All his supervisors were directed to attend at his camp on the morning of the 2nd March. Each superintendent had two or more clerks with him to assist in compiling the totals, and each was attended by a certain number of peons and constables, so that any supervisors or enumerators who failed to attend might be brought in without delay. A circular letter had been written to all managers of tea gardens, asking them to send the muharrirs who had done their census, with the enumeration books and household schedules of the garden, to the camp of the charge superintendent on the morning of the 2nd March. Managers were told that the muharrirs would have to attend there until the enumerators' abstract and the circle summary of their garden were complete, and the hope was expressed that they would submit cheerfully to a temporary inconvenience. This hope was more than realised. Not a single manager objected to the proposed arrangement, but all carried it out religiously. I cannot too strongly express my gratitude to the Dibrugarh planters for the assistance they gave me in the census, and the ungrudging way in which they met my wishes. All charge superintendents were requested to let garden muharrirs go at the earliest possible moment, and so to minimise the inconvenience to managers. These instructions were faithfully carried out, and I heard of no complaints by managers.

The first figures to arrive were those of the charge of which Babu Parsu Ram Khaund, Extra Assistant Commissioner, was superintendent. These reached me on the morning of the 3rd March, a very smart record. So good were the general arrangements, that, but for the negligence of one Deori enumerator in Captain Chatterton's charge and one Miri enumerator across the river in the Miripaik charge, the district totals would have been completed on the morning of the 6th. Hurried measures were taken to bring in the two defaulters, and the district totals were duly wired on the morning of the 7th. When the peculiar difficulties of this district are considered, it will readily be admitted that this was highly satisfactory.

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(*p*) An account of any special difficulties that were met with, and how they were overcome.

(*p*) The chief special difficulties met with were how to get supervisors and enumerators to some outlying Miri villages without incurring undue expense on account of boat hire. Mr. Needham's experiences are quoted in his own words:

"*Parwanahs* were given to the supervisors and enumerators, directing the several Miri gams to take them from village to village where necessary, and complaints were occasionally made that the gams delayed supplying them with men and boats. But this was only to be expected, considering that no payments were made for the work. I found that the cost of censusing the Miris would come to a large figure, if men and boats had to be paid for upon every occasion that it was necessary for the enumerators or the supervisors to visit the several villages, so I told the several gams from the first that I must look to them for assistance, and upon the whole, I think they rendered all the aid that was required of them, and deserve being commended for doing so. The great cry was, of course, for opium, when Miris had to be impressed for this work, and the usual excuse was—'If we have to take so-and-so to such-and-such a village it will take so many days getting there and back. How are we to supply ourselves with opium for the time?'—but it was merely a weak attempt to get off going which did not succeed. Censusing these Miri villages was out-and-out the most difficult work we had to do, and to do it absolutely correctly more enumerators than we could spare were required. I believe, however, that the work has been as well done as it was possible to do it with the means at our disposal." In the Miripaik *mahals*, and in some portions of Captain Chatterton's charge, literate men were not to be had. It was necessary to depute mandals and clerks for the purpose. If I may be permitted to say so, this census was carried out too much on lines of economy. It would be much better another time, if a few paid enumerators were entertained for the more backward localities.

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(r) Under this heading I have nothing to remark. No objections were raised anywhere, and no misunderstandings of the objects of the census came to my notice. I quote Mr. Needham's remarks on the subject:

(r) Attitude of the people.

"I have not heard a single complaint from any one to up date. I lost no opportunity of explaining, upon every possible occasion, what the real object of the census was, and as every one remembered the former one, they were sensible enough to believe that no harm was intended them. In many of the villages where I tested the enumeration, I found the members of each household standing outside ready to answer to their names (having been informed of course by the enumerators of my intended visit), as they were read out to them, and I did not meet a single instance where a householder refused or delayed to answer any questions that were put to him or her."

My own experiences were very similar. People seemed rather proud than otherwise of the numbers on their houses, and no one had the slightest objection to answering questions. It was reported from the Bogdung charge that in some instances grown-up unmarried girls were at first shown as married. This may have been due to a disinclination of the parents to show that they had not succeeded in marrying their daughters. In the census report of 1891 mention is made of a rumour that unmarried girls of marriageable age were to be taken for the use of the troops, and it is just possible that this belief lingered.

Where all have done so well, it is not easy to select any for special mention, but I wish to record my appreciation of the work done by Mr. E. C. S. Baker, Mr. H. G. Young, Munshi Tayab Ali, and Babus Parsu Ram Khaund, Sibaram Sarma, and Kamini Kumar Ghose.

NORTH LAKHIMPUR.—*Extracts from the Report of H. A. C. COLQUHOUN, Esq., I.C.S.*

The enumerators made various mistakes in columns 4, 7, 8, 9, 10, 11, 12 and 13, and I believe that these were not entirely eliminated from the schedules as finally submitted. The question as to caste and tribe, religious sect, subsidiary occupation, and birthplace presented the utmost difficulty. The tea-garden coolies who have taken to *raiyatwari* cultivation, of whom there are many here, and the Nepalese, were the most difficult to manage. These difficulties were to a certain extent surmounted. Innumerable corrections had to be made, even in the schedules, and they had on several occasions to be re-written.

Mistakes made.

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The month and a half allowed between the commencement of the preliminary record and its completion was found to be barely sufficient.

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Most of the enumerators finished their work before midnight. In some out-of-the way places the enumerators were left to work by themselves. From the superintendents and supervisors patrolling during the night, and some inspection of their enumeration books, it appeared that they had really gone through the last night's enumeration. During the night, I personally visited a number of villages lying within three miles of Lakhimpur. I found enumerators and supervisors busy everywhere.

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(4) Most of the Miris in mauzas Nokari, Telahi and Nooboicha returned themselves as Hindus of the Vaisnava sect, and some as Saiva. They said that they were the Bhakats of such and such gossain, and that they must be pure Hindus.

Some Ahoms described themselves as Khatrya, descendants of kings. Some 'Doms' in mauza Telahi claimed to be entered under the name of Kaibarttas on the ground that they do not sell fish, while some (Doms) in Dhakuakhana mauza returned themselves as Buddhists. They could not, however, assign any satisfactory reason for this, and are of course quite ignorant of the tenets of the Buddhist faith.

Lushai Hills.—*Extracts from the Report of Major J. SHAKESPEAR, I.S.C., D.S.O., C.I.E.*

1. In 1891, the state of the district was such that no attempt at a census was possible, and a large portion of the tract which has been enumerated this year had not even been visited by our officers. I had, therefore, no previous experience to guide me in formulating my proposals as to the taking of the census. After making enquiries from those whose opinions I thought worth considering, I came to the conclusion that the Lushais were not likely to be alarmed to any serious extent, and that there would be no serious obstacles placed in our way by the people or by the chiefs, provided that the census was carried out with an ordinary amount of tact. I also decided that the best way to ensure the co-operation of all classes was to make as much use as possible of the Lushais themselves. I also came to the conclusion that owing to the nomadic nature of our population, it would be useless to take any but a synchronous census. I submitted my first proposals on the 24th April 1900, in my letter No. 67G. They were briefly as follows:

(1) To make a preliminary enumeration during the rains by Lushai clerks.
(2) To correct this by Lushai enumerators on the actual day of the census.
(3) I proposed to take the census on the morning of the 2nd March, as I doubted whether the enumerators would be able to do their work after dark.

Lushai Hills.

The Provincial Superintendent, in his letter No. 35 of 5th May 1900, suggested that, as I was prepared to do so much, I might without difficulty adopt the ordinary procedure, and also that I might make my census absolutely synchronous by taking it on the night of the 1st March. I was willing at once to accept the Superintendent's proposals on all points, except as to the date, which I asked might be left open till I saw how my arrangements worked. As it turned out, the census was taken on the night of the 1st March. Having thus in my letter No. 160G., of 22nd May 1900, accepted the responsibility of carrying out the ordinary census procedure, it remained to elaborate the system and adapt it, with as few alterations as possible, to the Lushai Hills.

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The General Village Register.

This presented no difficulty, for we had the house-tax register to go on.

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3. The Lushais live in groups of houses varying in number from ten to three or four hundred. As a general rule each detached group was considered a village, but in some cases, where there were several such groups within the boundaries of one chief who was responsible for the house-tax of them all, they were all entered as one village. In the Aijal subdivision there were 114 villages shown in the register, and in the Lungleh 114.

Division into census units.

In arranging circles the number of houses had less to be considered than the distance between the villages. The Aijal subdivision was divided into 19 circles, and the Lungleh into 15. The number of houses in the circles varied considerably,—in the Aijal subdivision the greatest number was 1,524 and the average was 519, in Lungleh subdivision there were 15 circles, the biggest containing 764 houses, the average being 387.

The subdivision of the villages into blocks presented no difficulty, as the villages are, nearly always, built in regular streets. The number of houses in the blocks varied considerably,—where a village contained about 100 houses or less it was, as a rule, treated as one block; where the village numbered two or three hundred houses it was divided into blocks of about 80 houses. The enumerators found no difficulty in censusing this number of houses as, being mostly men of the village, they were well acquainted with all the people and all particulars regarding them.

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7. The men selected by the supervisors were sent into Aijal, Lungleh, and Demagri, and there put through a short course of instruction by the school-masters. The numbers thus educated were—

Education of enumerators.

Aijal	204 men ...	Of whom about 10 were quite illiterate when they came; 181 were actually employed.
Lungleh	99 " }	Of these 71 qualified as enumerators.
Demagri	12 " }	

These enumerators were excused paying house-tax, and were also exempt from compulsory coolie labour this year. The military policemen and those Lushais who were sent from Aijal to assist in the Lungleh subdivision were remunerated from savings in the Subdivisional Officer's budget.

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9. Although the actual enumeration did not commence till 1st January, yet the circle supervisors were busy for a month before this in visiting their villages and noting the changes which were taking place in the population. This was necessary, as owing to the bad harvest, a great deal of movement was taking place, and in some cases it became necessary to make more blocks in some villages, while in others work could not be found for all the enumerators.

The preliminary enumeration.

At the end of December all the circle supervisors came into Aijal and Lungleh, and took out with them the forms for the preliminary enumeration.

In some cases, the supervisors, finding the enumerators slow, preferred to fill the general schedules themselves. Mr. Dundas personally enumerated Kamzamanga's village, which contained 226 houses, the inhabitants, being recent arrivals from the Manipur hill tracts, who spoke a dialect of their own. As a rule, I found that Lushai circle supervisors did their work more quickly and with less trouble than natives of India. They had no ideas beyond their instructions, and they had not to master the different clans which puzzled non-Lushai supervisors and enumerators.

The preliminary enumeration was completed by the 20th February. As regards Lushais, the final enumeration was a very simple matter, for, as the enumerators were living in the village and had nothing else to do, and as every domestic event is common property in the village, they were enabled to keep their schedules up to date from day to day so that on the first of March they had practically nothing to do.

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Date fixed for preliminary enumeration.

The date for the commencement of the preliminary enumeration was suitable as matters stood, but if more officers had been available for charge superintendents, I should have preferred a shorter time to be allowed. The actual enumeration did not take more than 25 days in circles where the supervisors really worked, and by shortening the time occupied in enumerating, the movement of the people from village to village, which is an essential part of Lushai life, would have been less interfered with

This movement was the only real difficulty we experienced, and though orders were issued stopping all changes of residence during the enumeration, it was found impossible to entirely stop them. At the next census, if the people have not given up this habit, it would be best to enumerate each family on a separate schedule leaf, which could be sent with the people to their new abode.

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General remarks.

The people, as a rule, placed no obstacles in the way of the census officers, and supplied information quite willingly and looked on the whole affair as rather fun. The only exception to this was in the case of villages which had either been only recently included in the district or had not been visited as often as other villages. Mr. Drake-Brockman reported a distinct inclination to conceal numbers among the Lakher villages on the southern border, and Mr. Dundas had the same difficulty to contend with in the villages which have recently been taken over from Manipur. The only erroneous idea in connection with the census that was brought to my notice was that we wanted everyone's name down so that we might be able to retire to the plains and collect our house-tax by sending up chaprasis armed with nominal rolls.

There was no difficulty in explaining the method of filling in the schedules to the enumerators, the headings were printed in Lushai, and once the men had had the matter explained, they picked up the work very quickly and took a great deal of interest in it. Many of the chiefs also took much interest in the work. The heading of the column married or unmarried gave some trouble,—with a view to save space, the heading was rather abbreviated, and was misunderstood to mean whether the person at the time was married or unmarried. The Lushais have many words to define the exact way in which a man or woman has become divorced, and these gave a little trouble, but the enumerators soon picked up the idea.

Naga Hills.—*Extracts from the Report of Captain A. E. Woods, I.S.C.*

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Definition of a village.

Stations along the Nichuguard-Manipur cart-road between Nichuguard and Mao were treated as villages. With regard to Naga villages there was no difficulty, as the villages occupy well defined sites, and the population is not migratory.

As regard the Kukis, who are constantly changing the sites of their villages, and are fond of splitting up their villages into small hamlets, recent orders prohibiting the latter tendency has facilitated their enumeration.

* * * * *

Taking it all round, and judging from the result of the testing in the various charges, there is no reason to doubt that the census is a very fairly accurate one.

There were, of course, a good many mistakes found in the way of entering people as lepers when only suffering from ordinary Naga sores, children of tender age put down as cultivating their own fields, etc., but there were not many cases in which people had been left out.

With the exception of the Wokha charge, the testing has been very satisfactory, considering the great area that had to be covered by the testing officers.

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Method of instruction.

(*h*) All the enumerators were instructed by the Assistant Commissioner and Deputy Commissioner personally in Kohima for some days before they were sent out to commence the enumeration. Their work was tested by making them enumerate parts of Kohima station. All the enumerators for the synchronous area were instructed personally by the Assistant Commissioner, and they were also given test enumerations of certain areas.

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Attitude of the people.

(*r*) The attitude of the people was one of complete indifference. All Nagas were warned for a long time past that the census would take place, and therefore were not alarmed at it. There was no opposition, and only in the Wokha charge, did I hear any erroneous ideas in circulation. There some of the people seemed to think that the census meant an increase to their revenue. As far as possible, I dissipated this idea.

Khasi and Jaintia Hills.—*Extracts from the Report of Captain D. Herbert, I.S.C.*

The taking of the census.

On receipt of the Chief Commissioner's Circular No. 25J., dated the 13th December 1899, rough lists of villages in each petty state or sardarship were prepared in my office from the census records of 1891. These were then forwarded to the Seims and Sardars concerned, and in the case of British villages to the police, for such additions and alterations as might be found necessary after a careful local verification. They were at the same time requested to report the census agency likely to be procurable in their respective *elakas*, preference being given to those who held certificates of good work in the census of 1891. After their return duly checked, the general village register was compiled in the form of register prescribed in the Chief Commissioner's Circular quoted above, and two or three columns were added, so that all necessary information might be available in one place. The work was taken in hand in the beginning of January, and was completed by the end of June 1900.

Khasi and Jaintia Hills.

In the Khasi Hills, there is a large number of small hamlets, consisting of 2 to 10 houses. Even these are known to the Khasis as separate villages, owing to their being situated at some distance from each other and having a distinct and separate name for each. A village was therefore taken to be a collection of two or more houses lying at some distance from another such place of abode, and having a separate name. This was understood and found quite suitable by all enumerators.

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Division into census units.

In July 1900, *i.e.*, after the compilation of the general village register, my predecessor, Captain Howell, convened a meeting of the native chiefs, their agents and other village headmen who had a thorough knowledge of the country, and in consultation with them divided the district into charges, circles, and blocks according to the geographical position of villages, irrespective of their territorial relations. In doing this some of the circles included villages belonging to two or more different chiefships, but to prevent misunderstanding on the part of the chiefs, circular *parwanas* were issued informing them that the census divisions and the census circle lists were wholly valueless in proving or disproving their civil rights. Although there was some hesitation in certain quarters in accepting this arrangement at once, and although the name of the same village was found to have been entered by two different chiefs in a few instances, there was no active opposition worth mentioning; on the other hand, matters being properly explained, all assistance required of them was readily given. Having got a complete list of villages and the number of houses contained in each, the work of fixing the area of a census unit does not appear to be a matter of much difficulty, especially in respect of localities where people live in large, compact and permanent villages, but in a country like the Khasi and Jaintia Hills, where population is so sparse, where there are such a large number of scattered and constantly shifting hamlets, where the difficulties of communication between one village and another are so very great, and where, above all, competent enumerating agency is so insufficient, the task was not at all easy.

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Appointment of census officers.

The next step taken was the appointment of census officers. The missionaries of the Welsh Mission having in a body expressed their readiness to take a charge, the appointment of superintendents involved no difficulty whatever, and, as a matter of fact, these appointments were made simultaneously with the preparation of the General Census Register. In charges where a resident missionary was not available, responsible Government employés from the Police and Ministerial Departments were made use of.

Owing, however, to the general backwardness of the district, the difficulty of securing an efficient staff of supervisors and enumerators was greatly felt. People from Shillong, Cherra or other educational centres would not go to outlying places, except under compulsion or at an enormous expense either to the Government or to the Seim's State where they were to be employed. For obvious reasons, it was not considered desirable to have recourse to any sort of coercive measures. The list of available agencies was consequently sent to charge superintendents, with the request to arrange, in consultation with the different Seims and Sardars, for the selection of the requisite number of supervisors and enumerators from among the persons named in the list or from other sources, subject of course to my approval as to their qualifications and general fitness. The Welsh Mission was also asked to place the services of their schoolmasters at my disposal for four or five weeks, which they did very willingly. It was also explained that, in view of all that the Government has been doing for promoting the peace and prosperity of the people, and for their education and advancement generally, it was not too much to expect that all literate persons in these hills would voluntarily lend their personal services for a few days in connection with this imperial work, which is carried on only once in every ten years. Notwithstanding all this, objections were raised in some quarters to doing census work *gratis*, and consequently, on the recommendation of charge superintendents, a certain number of paid officers had to be employed. Some changes had also to be made on account of sickness, etc., and, although the appointment of these officers was commenced in August 1900, they were not all appointed till the beginning of February 1901.

House numbering.

There was no difficulty in these hills in understanding what was meant by a house. The Khasis, as a rule, have only one dwelling house in the homestead, and consequently no house worth the name could escape being numbered. I think the definition of a house given in the Census Code was well suited to the conditions of this district. House-numbering commenced in some cases before the 15th of October, in others by the end of that month; but in all cases the houses were numbered, and the block lists written up before the end of November 1900.

The Reverend C. L. Stephens, Superintendent of charge No. 7, writes:—"I named a supervisor and enumerators, who were thoroughly acquainted with the villages which were put under their care, and their previous knowledge of the houses and inhabitants helped them much towards a thorough testing of the results. I visited a number of the villages and saw that the houses were numbered as directed, with large letters in lime. I feel sure that the returns are as correct as the Superintendent of Census Operations could desire."

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Instruction of staff—Difficulties met with.

One gentleman writes:—"We went over the *namuna* together, and applied the rules to the work in hand."

Garo Hills.

I personally instructed a large number of enumerators both in the sadr and Jowai sub-divisions, and tested their knowledge by making them fill in blank forms. I found that the time occupied by enumerators at first in writing entries in the schedules varied from 7 minutes to 15 minutes per entry, but, after instruction and practice, enumerators were able to write entries at the rate of a little over a minute per entry on an average. I also discussed with most of the superintendents, and not a few of the supervisors, difficult and doubtful points and gave them necessary advice. I think that the enumerators fully understood what was wanted of them.

The age return must have been guesswork all through, and is therefore most unreliable. The Khasis, for the most part, keep no record of their ages, and a woman, even in the civilized communities, would not say how old she is. The enumerator, who has rarely an accurate idea of his own age, had consequently to guess at the age of the person enumerated and fill in the column with little regard for accuracy.

Columns 9 and 10.—Occupation.—Despite explicit instructions given on the subject, the enumerators are reported to have found it difficult to obtain correct information for these columns. The Khasias, as a rule, have more than one occupation. They cultivate paddy, maize, *kachu*, potato, jobs-tears, etc., keep poultry and cattle and distil liquor for sale, also work as porters or day-labourers for daily wages. Owing, however, to their gross ignorance, they cannot tell which brings in the largest income or occupies most of their time, and leave it to the discretion of the enumerator to put down what he thinks best. As, however, in most cases the enumerators personally knew the people in their blocks and their means of subsistence, I think that the information given can be taken as correct on the whole.

* * * * *

Attitude of the people.

The people everywhere appeared to have been so impressed with the importance of the matter, which for so many months had been engaging the attention of the Government officers as well of the local non-official superintendents and supervisors of position and influence, that no difficulty whatever was experienced in making the final enumeration, a result which must to a great extent be set down to the willingness of the people themselves, and the earnest efforts of the census agency to do everything in their power to help the Government in attaining the object desired.

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Submission of provincial totals.

(*o*) Owing to difficulties of communication and the general backwardness of the district, the provisional totals could not in 1891 be wired before the 21st of March. There has not been much improvement in communications during the past decade; on the other hand, the earthquake of 1897 resulted in some of the villages moving to situations more inaccessible than before. In order, however, to ensure punctual submission of the return, I caused the preliminary record in non-synchronous areas to be started a fortnight earlier than the latest date fixed for the purpose, and arranged to have the final enumeration completed, and the books, summaries, etc., sent in so as to reach my office by the 28th February.

In synchronous areas they were to be in on the evening of the 2nd of March. The instructions were pretty closely followed, and immediately after the final counting the enumerators and their supervisors assembled under their superintendents and carefully totalled the enumeration books, the totals first arrived at being checked by a second enumerator or his supervisor and finally verified by the superintendents.

* * * * *

Difficulties met with.

There were no special difficulties in connection with the last census; on the other hand, the attitude of the people generally was distinctly helpful. The two preceding censuses, which most people could remember, and which had been followed by no evil results, had prepared them generally to view the whole thing with indifference. Owing, however, to the ignorance and superstition of the people in certain places, objections were raised to house numbering, but they were easily overcome by common sense explanations from the census officers. Some references on the subject from the charge superintendents' reports may be interesting. The Reverend E. H. Williams writes:—

"In houses where children had measles, the enumerators were not allowed to put a number on the door, as they considered it might interfere with the sickness. Others without any sickness utterly refused to allow the numbers to remain on the doors, asserting that it would greatly offend the demons, and that probably it was a cunning device to make them change their religion. One person thought that the house numbering was preparatory to the Government collecting coolies for some expedition."

The Reverend Dr. Roberts reports:—"No opposition was met with from the people in any part of my charge. Some of the sardars were a little jealous lest some houses belonging to them should be counted with those of others. They are very slow to believe that no use will be made in future of the census records for the purpose of settling boundaries."

Garo Hills.—*Extracts from the Report of Captain H. M. Halliday I.S.C.*

The taking of the census.

In the Garo Hills the census was of two kinds,—synchronous and non-synchronous, that in the two plains mauzas and the town of Tura being synchronous and that in the four hills mauzas being non-synchronous. In the latter, the actual census commenced on the 1st January 1901, and was completed between the 15th and 20th February 1901. As there is practically no immigration or emigration in the hills, the figures may be accepted as substantially correct.

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Garo Hills.

Definition of a village.

In the hills, a village does not signify a group of houses. Except in a few such cases, the definition of a village is an area of country containing an indefinite number of houses which are dotted about on adjacent hills. Yet the boundaries of these villages are well known and clearly defined. Each village acknowledges a headman, or sardar, and each man knows to what village his house belongs. No difficulty therefore arose from the term.

The blocks.

The blocks were composed of a certain number of houses. In the hills, where the census was spread over a period of from 6 to 7 weeks, the size of the blocks averaged about 450 houses. In the plains 70 houses were the limit of one block. The Provincial Superintendent demurred at this number on the score of its being too large. It was necessary, however, seeing that I was obliged to employ a good number of paid enumerators, to reduce the number of blocks to a minimum. Personally I considered that one enumerator should easily accomplish the enumeration of 70 houses supposing the preliminary census to have been carefully made and checked. I myself, at the final census, on the night of 1st March, accompanied an enumerator round Chandmari, a portion of Tura town, where the houses are somewhat scattered. The block was composed of 49 houses, and, though there were a good many corrections to be made, the time occupied was only three hours.

In the hills, I calculated that an enumerator could census from 10 to 20 houses a day, according to the distance he had to traverse from one house to the next. There was necessarily great variation in the size of the blocks. They were determined solely by the lay of the country. Where a village consisted only of from 10 to 20 houses, scattered over a large area and many miles of jungle intervened between that and the next village, a block would be formed of only some 50 or 100 houses ; where, on the other hand, the country was populous, and the houses and villages closely adjacent to each other, much larger blocks were formed, which in a few cases reached 800 or 900 houses.

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Instruction of census officers.

The value of personal instruction to enumerators was fully realized by me. I issued instructions to charge superintendents to personally instruct enumerators and to hold classes for this purpose. This was done in every case. I myself personally instructed the enumerators of charge VII and some of charge II, holding a class for that purpose at Mohendraganj. After personal instruction each man was sent into the neighbouring villages with specimen schedules and blank forms, with orders to take the census of a certain number of houses. These were examined and corrected where necessary. After some days of this instruction, the enumerators were taken into their blocks and their houses pointed out to them. After this, they were ready to carry out the actual census.

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System for getting in provisional totals.

Distances in the Garo Hills are great, so, fearing lest a breakdown somewhere, with consequent loss of time, might imperil my chances of being able to submit my totals in time, I decided that the 15th February was the latest safe date by which the work of enumeration should be completed. My orders were carried out in every case. From the 15th to 20th I allowed for checking, and 6 days more for the totals to reach Tura. By the 27th February I was in possession of all the hills totals.

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Accuracy of census.

With regard to arranging for the hills enumeration, I am satisfied that it was as perfect as a non-synchronous census could be. I myself toured through charges III and IV between the 10th January and 15th February. With the help of my *peshkar*, Babu Bishnu Charan Datta, who was most energetic in exploring the more inaccessible portions, I tested and corrected the work of nearly every enumerator.

I took every precaution to prevent the exclusion from census of any travellers. There are three roads by which these can enter the district. I passed orders therefore that at Dalu, Fulbari, and Garobadha all carts and travellers should be detained at those places (where they would be censused) who could not reach Tura by the evening of the 1st March. In addition, constables were sent out from Tura along these roads, a distance of 12 miles, to bring in all possible stragglers after sunset. These returned to Tura about 10-30 p.m., but not a single traveller had been picked up.

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Difficulties met with.

The only difficulty encountered in arranging for this census was the question of enumerators. Owing to the low class of intelligence amongst the border people of this district, a number of paid enumerators had to be brought in from outside the district. The difficulty in the hills was to procure enumerators who, while being Garos, would be sufficiently literate and intelligent to fill in the schedules in Bengali. A few havildars of the military police were made use of. The mauzadars and mandals added two more to each charge, and the balance were composed of pandits, *ex*-pandits and literate Garos, for whom every corner of the district was searched. These men worked exceedingly well on the whole, and I must confess that I was agreeably surprised at the intelligence they displayed in the discharge of their tasks. Being Garos, they probably did not experience the difficulties which others would have felt in getting over a difficult country and in climbing hills and descending valleys to get from one house to the next.

APPENDIX B.

SELECTIONS FROM CIRCULARS ISSUED TO DISTRICT OFFICERS.

Introductory Circulars.

Circular No. 1, dated Shillong, the 16th May 1900.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, Assam, and the Superintendent, Lushai Hills.

I have the honour to observe that since the Census of 1891 various changes have been made in the boundaries of districts and subdivisions in this Province, such as the transfer of the Orang mauza from the Tezpur to the Mangaldai subdivision, and of a portion of the Naga Hills to the Nowgong and Sibsagar districts, and to point out that if these transfers are overlooked, any conclusions drawn as to the increase or decrease of population in any given subdivision as ascertained at the forthcoming Census, may be misleading.

2. To prevent any errors of this nature, I would ask you to be so good as to submit a statement to my office in the following form showing any alterations which may have taken place in the boundaries of your district or the subdivisions of which it is composed since February 1891.

Name of pargana or mauza or village transferred.	Area in square miles.	Population as ascertained at last Census.	Transferred from		Transferred to		Authority for transfer.
			District.	Subdivision.	District.	Subdivision.	
1	2	3	4	5	6	7	8

Circular No. 3, dated Camp, Tezpur, the 5th June 1900.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, Assam, the Political Agent in Manipur and Superintendent of the State, and the Superintendent, Lushai Hills.

The Census Commissioner for India has requested me to submit to him a monthly report showing the progress made in Census operations in this Province, and I have, therefore, the honour to request you to be so good as to send me a report in the enclosed form showing the action that has been taken in your district up to date. Similar reports should be submitted at the close of this and subsequent months.

A short account should be prefixed to the statement showing the agency by which the Subdivisional register has been prepared and tested, and the precautions that have been taken to ensure that all hamlets in non-cadastral areas have been included in the register. The class of persons selected for charge superintendents and circle supervisors should also be specified, with any other matters of interest that may occur to you, such as the number of circles for which maps have been prepared.

Number of mauzas, tahsils or parganas in district.	Number for which general village register has been written up.	Number for which village register has been tested and the method of testing.	Number of charges for which circle list has been completed.	Number of charges for which superintendents supervisors and enumerators have been selected.
1	2	3	4	5

Circular No. 5, dated Shillong, the 26th June 1900.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, Assam, and the Superintendent, Lushai Hills.

I have the honour to invite your attention to Provincial Table XI, Volume III, of the Census Report of 1891, and to enquire whether any changes have been made in the boundaries of the parganas / thanas / mauzas / tahsils into which your district was divided for the purposes of this Table in 1891.

2. If any such alterations have taken place either by the re-adjustment of thana boundaries, the amalgamation or absorption of mauzas or creation of new tahsils or outposts, I would ask you to be so good as to submit a statement showing the existing grouping of the units shown in this table to facilitate comparison between the results of the two censuses. When one mauza has been absorbed into two or more adjoining mauzas, the population added to each mauza as ascertained at the last census should be given.

Circular No. 9, dated Shillong, the 11th October 1900.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, Assam, the Political Agent in Manipur and Superintendent of the State, and the Superintendent, Lushai Hills.

I have the honour to request that you will be so good as to include in the progress reports for October, and subsequent months, detailed information on the following points:

(1) Measures taken to instruct charge superintendents, supervisors, and enumerators, showing total number of enumerators employed and the number passed by responsible officers as efficient.

(2) House numbering and preparation of block lists.

(3) Testing of the above by supervisors, superintendents, yourself and your assistants.

(4) Distribution of census forms.

(5) Preparation of the preliminary record.

(6) Number of gardens whose managers have been instructed in census procedure.

Circular No. 11, dated Shillong, the 14th November 1900.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners and Subdivisional Officers, Assam, the Political Agent in Manipur and Superintendent of the State, and the Superintendent, Lushai Hills.

In the course of my tour I have found that charge superintendents and supervisors are often in doubt as to whether women and children should be classified as workers or dependents.

2. It is impossible to lay down precise instructions suitable to every case which may arise, but the following principles should be observed:

(1) Women who assist the men of the family by planting or cutting *dhan*, weaving clothes for sale, or selling fish or other products, should be classified as workers.

(2) Women who do not work out of doors, but restrict themselves to household work, such as husking paddy and weaving cloths for home wear, but not for sale, should be treated as dependents.

(3) All children below twelve years of age and boys still at school, who are living with their parents or guardians, should be classed as dependents, even though they do light work, such as buffalo and cow herding.

Letter No. 1455-62, dated Shillong, the 21st November 1900.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, Assam.

With reference to the correspondence resting with your No. dated the 1900, I have the honour to say that the census grant for your district has been fixed at Rs. by the Chief Commissioner.

2. I have further been requested to explain that these have been fixed so as to cover all possible charges, and to thereby avoid the inconvenience and delay which would be caused if it were necessary to apply for sanction before incurring any expenditure, but, that before incurring any expenditure you should satisfy yourself not only that it is covered by the allotment, but also that it is absolutely necessary and unavoidable.

3. The rules of account laid down in letter No. 84Regn.—3652J., dated the 25th August 1900, from the Secretary to the Chief Commissioner to my address, should be strictly adhered to, *i.e.*, temporary establishments should not be entertained without sanction, and all contingent expenditure should be taken under the head countersigned, but should be distributed under the various sub-heads as hire of boats, carriage of forms, etc. Postal and telegraph charges incurred in connection with the census should be charged against the allotment made for these purposes in your district budget and not to census, and any expenditure incurred on house-numbering, light, ink, and petty stationery should be met from the local or municipal funds. In most districts, however, the expenditure under these heads will, it is presumed, be very small.

4. Additional rules for the classification of census expenditure have been framed by the Comptroller General, and copies of these have, I understand, been supplied to you by the Comptroller direct. A statement should be submitted to me on the 5th of each month showing the census charges incurred in your district during the preceding month, a blank statement being forwarded when no expenditure has been incurred.

Circular No. 12, dated Shillong, the 22nd November 1900.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners and Subdivisional Officers, Assam, the Political Agent in Manipur and Superintendent of the State, and the Superintendent, Lushai Hills.

I have the honour to invite your attention to the Indian Census Act, X of 1900, and to the notifications issued thereunder on pages 663-64 and page 676 of the *Assam Gazette* for October 27th and for November 3rd 1900 respectively.

2. Under Section 2(3) the power to appoint census officers has been delegated to (1) all Deputy Commissioners, (2) District Superintendents of Police, and the senior Assistant Commissioners and Extra Assistant Commissioners at headquarters stations, subject to the general control of the Deputy Commissioner, and (3) all officers in charge of subdivisions.

The appointment of all census officers must be in writing, and must be signed by one of the officers authorised to make such appointments. The parwana of appointment must, however, specify the local area within which the enumerators, etc., are appointed to work.

3. Census officers are public servants within the meaning of the Indian Penal Code, and offences by or against them are triable accordingly, as well as under section 10 of the Census Act. The latter should, however, be resorted to in all ordinary cases.

4. The questions which an enumerator may ask under section 6 have been specified as being all questions which are necessary in order to enable him to fill in the columns of the enumeration schedules, persons of whom these questions are asked are therefore legally bound to answer them under section 7. Similarly, it has been notified, under section 9 of the Act, that persons supplied with household schedules must fill them in, in accordance with the instructions printed on the reverse of such schedules.

5. Under section 4(*e*), managers of tea estates and officers of railways, having more than 50 persons employed under them, can be required to take the census of all persons residing in their lines or on their grants, whether working on the garden or otherwise, and if they neglect or refuse to do so, they are liable to punishment under section 187, Indian Penal Code. Section 5 authorises the district magistrate to call on landholders to assist in taking the census, *e.g.*, by furnishing agency, etc. This provision may be found useful in the districts of Sylhet and Goalpara. Powers exercisable by district magistrates under these sections have been conferred on all officers in charge of subdivisions.

Section 10 provides penalties for breaches of the provisions of the Act. All magistrates of the first class and magistrates in charge of subdivisions have been empowered to try cases under the Act, while the power to sanction prosecutions has been delegated to all Deputy Commissioners. I would point out that the Act should be worked as leniently as possible, and that in most cases it will probably suffice if recusant enumerators are bound down to appear on some days after the census, when they can be discharged if they have in the meantime performed their duties satisfactorily.

Rules for the Census of River Steamers in Assam.

1. It is necessary to arrange for the census of—

(1) mail and despatch steamers ;

(2) cargo steamers and their flats ;

(3) small feeder-steamers plying between fixed points ;

(4) stationary flats and landing stages.

2. The census of (1) and (2) will be carried out by the steamer companies on forms supplied from Calcutta, and the enumeration books will be made over to the Babu at the first *ghat* reached on the morning of March 2nd. The duties of district officers are confined to seeing that all enumeration books are sent in promptly by the *ghat* Babu to the headquarters of the charge superintendent in which the *ghat* falls, and to arranging for the instruction of the steamer enumerators in the rules for filling up the schedules.

3. For the enumeration of feeder-steamers and stationary flats, the district authorities are responsible, but the services of any qualified person on board, can of course be utilised. The census of stationary flats presents no difficulty, and a list of feeder-steamers plying in each district will shortly be issued, to ensure that none are overlooked.

Circular Memo. No. 15, dated Gauhati, the 7th January 1901.

Memo. by—The Superintendent of Census Operations, Assam.

Copy of the above forwarded to all Deputy Commissioners, and Subdivisional Officers, plains districts, Assam, for information and guidance.

Instructions for the Census of River Steamers in Assam.

The census will be taken on the night of the 1st March. The census of all Europeans and first-class passengers will be taken on private schedules to be filled in by themselves. That of all others, both passengers and crew, will be taken in the book of schedules by the steamer Babu, assisted, if necessary, by other literate employés on board the steamer.

To reduce as much as possible the work to be done on the census night, the necessary entries for the crew should be made a few days beforehand. Those for passengers who will remain on the steamer until after 7 p.m. will be filled in during the day of the 1st March, or earlier if convenient. These entries will merely need verification on the night of the census, when those relating to any persons who have gone away before 7 p.m. or died should be struck out. Persons alighting from a steamer after 7 p.m. should be furnished with a pass to attest the fact and prevent double enumeration. Persons boarding the steamer after that hour should be censused, unless they can prove by the production of a pass or otherwise that they have already been enumerated ashore.

On the morning of the 2nd March, the abstract at the end of the enumeration book should be filled in and the name of the first landing *ghat* reached on the morning of the 2nd March should be noted on the cover, the book then should be made over to the Babu at the said *ghat* for transmission (by post or otherwise) to the magistrate or Deputy Commissioner in whose jurisdiction the *ghat* is situated. The fact should be reported to the head office of the company, thus :

Name of steamer .. ..
Name of place where it was on the night of 1st March...
Enumeration book to whom delivered ... ...

Population { Total / Males / Females

Circular No. 17, dated Gauhati, the 31st January 1901.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, Assam, and the Subdivisional Officers, plains districts (except Mangaldai and Habiganj), the Political Agent in Manipur and Superintendent of the State, and the Superintendent, Lushai Hills.

I have the honour to forward to you copies of the rules for slip-copying in district and subdivisional offices, and would ask you to be so good as to place them in the hands of the officers who will be employed upon the work, so that they can become thoroughly familiar with the system before March 1st.

2. In particular, I would invite your attention to the following points, in which the rules, as now finally approved, differ from the rough outline of the system given in the note, which formed an appendix to the Chief Commissioner's Circular No. 25J., dated the 24th December 1900 :

Shape and colour of the slip.—All slips are now of the same shape and size (sex and civil condition being indicated by a symbol), and only five colours are employed,—brown for Hindus, half-bleached for Muhammadans, green for Animistic tribes, red for Christians, and yellow for all others.

Abbreviations.—The list of authorised abbreviations has been modified.

Constitution of the office.—The system of checking has been altered, with the result that the number of checkers required is larger than originally estimated.

Payment to copyists.—The standard outturn per diem has been fixed provisionally at 500 slips. The amount of pay to which a copyist is entitled will be ascertained from column 6 of Register No. II. When payment is made, 6 pice should be given for every hundred slips in excess of the five hundred a day, and 6 pice deducted for every hundred in defect of this rate. This system of payment strictly by results should not, however, be introduced for the first three or four days, when the copyists are still unfamiliar with their work.

3. Some sample slips are enclosed, filled up as they should be filled up by the copyists. They have been printed by the Press on white paper, but coloured slips will be supplied for the census. On the back of each slip the meaning of each entry is given in full.

4. In conclusion, I have the honour to observe that the accuracy of the final census tables entirely depends upon the correct copying of the slips, and that it is, therefore, of the utmost importance that the work of the supervisors should be carefully supervised by the Record-keeper, and, as far as possible, by the gazetted officer in charge.

Circular No. 18, dated Gauhati, the 16th February 1901.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners and Subdivisional Officers, Assam, the Political Agent in Manipur and Superintendent of the State, and the Superintendent, Lushai Hills.

With reference to the instructions for the preparation of totals after the census, I have the honour to remind you of the necessity of exercising great care to see that the figures for railway, boat and steamer population, travellers, timber cutters, touring officers, camps, fairs, and all tea gardens are included in the district and subdivisional total.

To ensure that none of these items are omitted, a list should be prepared before March 1st of all places from which figures will be received independently and not merely included in the charge totals, and each name should be ticked off as the figures are entered in the subdivisional total.

2. I would also ask you to be so good as to see that dâk bungalow khansamas are supplied with household schedules for the enumeration of any persons who may be staying in the bungalow on the night of March 1st.

Circular No. 19, dated Gauhati, the 2nd March 1901.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, Assam, the Political Agent in Manipur and Superintendent of the State, and the Superintendent, Lushai Hills.

I have the honour to address you on the subject of the census reports which should be prepared for each district. The reports will comprise the following sections:

(*A*)—Administration ... { I. The taking of the census. II. The copying of slips and their despatch to the central office.

(*B*)—Statistical ... ... { III. District history (1891-1901) and changes in the total population.

Section I should be completed as soon as possible after the 1st of March, as the report will be much more full and interesting if written shortly after the events to which it refers, and by the officer who was in charge of the district at the time of the census. It should deal *inter-alia* with the following points:

(*a*) Manner in which the general village register was prepared, and date of the commencement and completion of the work.

(*b*) Definition adopted for a village—extent to which the definition proved suitable or the reverse.

(*c*) Date by which the first counting of the houses prescribed in Mr. Monahan's Circular No. 25J., dated the 13th December 1899, was finished. Difference between the number of houses then returned and the number returned after house numbering had been completed.

(*d*) By what officers the testing of the general village register was carried out; to what extent, and with what result, measures taken to ensure the inclusion of houses and huts in outlying tracts.

(*e*) Manner in which census divisions were formed; criticism on the size of block prescribed.

(*f*) Date of appointment of charge superintendents.

(*g*) Result of testing of circle list by these officers.

(*h*) Date of appointments of supervisors and enumerators.

(*i*) Extent to which objections were made to appointment, and how such objections were dealt with.

(*j*) Dates of commencement and completion of house numbering, materials used, cost (i) in municipalities, (ii) in rural areas; amount of testing, giving where possible actual figures; results of testing, extent to which definition was understood.

(*k*) Manner in which the instructions for filling in the schedules were disseminated.

(*l*) Dates of commencement and completion of preliminary record—whether draft was first made on plain paper, extent, and results of testing by supervisors, charge superintendents and inspecting officers—criticisms on date fixed for commencement of preliminary record; rules for filling up the schedules; suggestions for future censuses.

(*m*) Remarks on final census and description of arrangements in special tracts.

(*n*) Detailed account of the measures adopted for the census of boats, fairs, travellers on roads, tea gardens, and railways. Extent to which preliminary record was inspected on tea gardens.

(*o*) System adopted for getting in provisional totals.

(*p*) An account of any special difficulties that were met with, and how they were overcome; claims of low castes to be entered under new names, and how they were dealt with.

(*q*) Comments on procedure prescribed in Census Code, with suggestions for its amendment at the next census.

(*r*) Attitude of the people. Was any opposition met with, and were erroneous ideas in circulation in connection with the census? Extent to which interest was taken in the operations.

(*s*) *Legislation.*—Action taken under the Census Act, sufficiency or otherwise of its provisions.

This section should be accompanied by statements in annexed forms.

Statement No. 1.—Showing the census agency employed in the district of

Class of officer.	Number of charge superintendents.	Number of supervisors.	Number of enumerators.	Remarks.
1	2	3	4	5
District Staff, Assistant Commissioners, Extra Assistant Commissioners, and Sub-Deputy Collectors.				
Public Works Department				
Police ,, ...				
Education ,, ...				
Medical ,, ...				
Registration ,, ...				
Postal ,, ...				
Forest ,, ...				
Local Board and Municipal employés ...				
Tahsildars				
Mauzadars				
Supervisor kanungos and mandals ...				
Office clerks				
Total officials				
Tea garden managers and clerks				
Zamindars and Mirasdars				
Pleaders and Mukhtiyars				
Zamindars' amlas				
Traders				
Cultivators				
Railway employés				
Railway contractors and their clerks ...				
Other non-officials				
Total non-officials				
Grand total				

The total number of houses in district , per circle , per block . Average number of houses per charge .

Total population of district , per circle , per block . Average population per charge .

Number of paid census officers, if any; . Supervisors . Enumerators

Amounts paid to Supervisors Enumerators.

Statement No. 2.—Showing the consumption of census forms in the district of

—	Parwanas of appointment to		Code for Charge Superintendents and Supervisors.	Enumeration book covers.	Block lists.	General schedules.	Household schedules.	Charge and circle summary forms.	Boat tickets.	Traveller's tickets.	Instructions for the enumeration of boats.	Instructions for the enumeration of tea gardens in Assam.	Additional rules for filling up tea-garden schedules.	Demi-official letters of appointments to Managers.	Loose sheets of instructions for enumerators.
	Supervisors.	Enumerators.													
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Number received in—															
English															
Bengali															
Assamese															
Hindi															
Khasi															
Manipuri															
Lushai															
Total number received ...															
Number issued in—															
English															
Bengali															
Assamese															
Hindi															
Khasi															
Manipuri															
Lushai															
Total number issued ...															

2. *Section III.*—A brief note should be furnished on the history of the district during the decade 1891-1901.

This also should be sent in soon after the 1st March. The section should deal with all matters affecting the population of the district, and should include—

a.—A review of the public health during the decade, with the annual statistics of births and deaths and of the causes affecting it, such as—

(*a*) The prevalence of epidemic disease; effects of the earthquake and floods.

(*b*) The prosperity or otherwise of the people.

(*c*) Immigration and emigration, and the reasons for the same.

(*d*) An examination of the variations in the total population since 1872 and of the changes, subdivision by subdivision, that have occurred.

(*e*) An examination of the density of the population subdivision by subdivision, with the reasons for the differences disclosed by the figures.

The discussion of headings (*d*) and (*e*) will be based on the provisional totals, which, it is hoped, will be sufficiently accurate for all practical purposes. The collection of information regarding headings (*a*), (*b*), and (*c*) should be taken in hand at once, in order to enable the full section to be completed as soon as possible after the provisional totals are known.

Instructions for the preparation of Section II will be issued later on.

Circular No. 22, dated Gauhati, the 10th March 1901.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, Assam, the Political Agent in Manipur and Superintendent of the State.

In continuation of my Circular No. 19, dated the 2nd March 1901, I have the honour to forward a list of the various points which might suitably be noticed by you in your report on the arrangement made for slip copying in your district:

1. Date of commencement and completion of the work.

2. Arrangement made to provide the copyists with office accommodation and furniture.

3. Number of (1) checkers and (2) copyists entertained, giving separate figures (*a*) for officials and (*b*) non-officials.

4. Pay given to non-official and cost to census of official checkers.

5. Rate per 1,000 slips given to non-official copyists.

6. Adequacy of the system of checking, class of mistakes most commonly made.

7. Total number of slips copied, total number of days worked by all copyists, average out-turn of slips per copyist per day, total number of slips of all sorts supplied, total number of slips of all sorts used.

8. Total cost of slip copying in the district, giving details of the various items of the expenditure.

9. Criticisms of the rules and suggestions for their amendment.

Code of Census Procedure.

PART I.—ENUMERATION.

CHAPTER I.—DEFINITIONS.

Census Officers : Provincial Superintendent.

1. *The Provincial Superintendent* means the Superintendent of Census Operations for a Province, Agency or State, and includes an officer at the head-quarters of an Agency or Residency who is entrusted with the general superintendence of census work under the Agent or Resident.

Charge superintendent.

2. *The Charge Superintendent* means the person entrusted with the general superintendence of a charge as defined in article 11 below. He is usually a revenue or police official.

Supervisor.

3. *The Supervisor* means the officer in executive charge of a circle as defined in article 10 below. In provinces with a strong revenue agency he is usually an official.

Enumerator.

4. *The Enumerator* means the person in charge of a census block as defined in article 9 below. He is usually an unpaid non-official, but in some provinces village headmen and other officials are employed as enumerators in rural areas, and everywhere it is desirable to enlist as many officials as possible for the work of enumeration in towns.

Census procedure : house-numbering.

5. *House-numbering* is the process of painting numbers on all houses likely to be inhabited on the night of the final enumeration. The series of numbers represents the order in which each house will be visited by the enumerator of the block in which it is situated.

Preliminary enumeration.

6. *The Preliminary enumeration* is the process of filling up the various columns in the schedule for all persons residing in a block at the time when the preliminary enumeration is made. In rural areas this is done from three weeks to a month before the final enumeration : in towns the interval is shorter.

Final enumeration, or the census.

7. *The Final enumeration*, or the census, is the process of checking and correcting the record of the preliminary enumeration so as to correspond with the state of facts actually existing on the census night.

Provisional total.

8. *The Provisional total* shows the number of occupied houses and of males and females. It is based upon the totals worked out by the enumerator for each block on the morning after the final enumeration.

Census Division block.

9. *The Block* is the smallest census unit, containing from 30 to 50 houses, in charge of an enumerator. It represents the number of houses for which the enumerator can reasonably be expected to complete the final enumeration between about 7 P.M. and midnight on the 1st March 1901. Experience shows that the average enumerator can deal with 50 houses if they are tolerably close together : if they are scattered, the number in the block must be reduced.

Circle.

10. *The Circle* is a compact group of about 500 houses, under a supervisor who is responsible for the work of all the enumerators in his circle. The size of a circle is determined by the number of villages for which the supervisor can thoroughly check the preliminary enumeration during the last week or ten days before the final enumeration.

Charge.

11. *The Charge* is a group of circles under a charge superintendent who exercises general supervision over the census operations, and tests as large a population as possible of the work of his subordinates. A charge usually corresponds to some recognised administrative division, such as a thana or tahsil, but where these are very large, it may be necessary to subdivide them.

Census forms.

12. *The General Schedule* is a page of the form on which the enumeration of the general population is recorded. A *schedule-leaf* of royal paper comprises two schedules, one on each side of the leaf.

The Household Schedule is a schedule intended to be filled up by the householder himself, instead of by the enumerator of the block. As the instructions are printed on the back of the form, a leaf of royal paper comprises only one, and a leaf of double-royal two household schedules.

14. *The Specimen Schedule* is a schedule on which typical entries are printed in illustration of the mode of enumeration. One such schedule is printed on page 3 of the cover of the enumeration book and another on the back of the household schedule for Europeans and Eurasians. The entries in the former vary in different localities at the discretion of the Provincial Superintendent.

15. *The Enumerators' Abstract* is a short summary giving the number of houses and of residents, male and female, in each block. It is printed on the third page of the cover, so that it can be removed and filed separately when it has been tested and found correct.

16. *The Block List* is an extract from the house list described in article 21 below, giving the census number of each house in the order in which it will be visited by the enumerator, a description of the house, and the names of the heads of the families which it contains.

17. *The Cover* is printed on brown cartridge paper, and consists of four pages. On the first page provision is made for recording the progress of operations up to and including the making of the provisional totals. The second page contains the instructions to the enumerators. On the third page are printed the specimen schedule illustrating the general schedule and the enumerator's abstract ; and the fourth page contains particulars relating to the process of abstraction.

18. *The Enumeration Book* consists of—

(*a*) The cover.

(*b*) As many pages of the general schedule as there are houses in the block.

(*c*) As many pages of the block-list as are necessary at the rate of two pages per twenty-five houses.

Each block has a separate enumeration-book. The books are sewn locally, so that at the close of the enumeration the enumerator may be able to undo the sewing and bind in any household schedules that he may have collected in his block.

19. *The General Village Register* (called in 1891 the subdivisional register) shows for a definite administrative unit, such as, in rural areas, a thana or tahsil, the names of villages and hamlets, the number of houses, the number of blocks into which the village is divided. The census circle and charge of which it forms part, and the names of the supervisor and charge superintendent. In the case of towns the ward or quarter takes the place of the village. Where the charge is not conterminous with some administrative unit, *e.g.*, where a thana or tahsil is by reason of its size broken up into two or more charges, an extract from the general village register should be given to each charge superintendent as his charge list.

20. *The Circle List* shows for each census circle the villages which it contains, the blocks into which each village is divided, the number of houses in each block, the names of the enumerators, and the name of the circle supervisor. In the case of towns, a ward or quarter will usually contain several circles, and these circles will be divided according to streets, *bastis* or other convenient units, which will take the place of villages in the circle list.

21. *The House List* (called in 1891 the village or ward list) gives for each village or ward a description in general terms of every house and the names of the heads of the families residing there. The block list referred to in article 17 above is an extract from the house list.

22. *The Circle Summary* is a compilation for the circle of the totals shown in the enumerators' abstracts.

23. *The Charge Summary* is a compilation for the charge of the totals shown in the Circle Summary.

24. In those portions of the province which have been cadastrally surveyed the areas which were treated as villages at the survey should be taken as villages for census purposes.

Village.

For other tracts no fixed rule can be laid down, but the village registers prepared in 1890 should be taken as a general guide. In the non-cadastral portions of the Assam Valley a village was usually taken at the last census to be " a collection of houses bearing a separate name." It must be remembered, however, that the village is the unit of abstraction, and that it is a needless waste of time and money to tabulate and compile separate figures for every little hamlet of five or six houses, and small hamlets of this nature should, therefore, be grouped together where possible to form one village.

25. *House* means a building to which a separate number has been affixed for census purposes. The application of this definition is discussed at length in the chapter on house numbering.

CHAPTER II.—CENSUS DIVISIONS IN RURAL AREAS.

1. *General Remarks.*—The basis of all census operations in rural areas is the statement or register showing the villages actually in existence in the local administrative unit, thana, tahsil, or pargana. Without such a register, carefully corrected up to date, entire villages may be omitted from the census operations : the same village or parts of it may be included in two circles or charges ; and great confusion may arise on the borders of districts and minor administrative divisions. No doubt, the extent to which villages change in the interval between one census and

another varies greatly in different parts of India. The walled villages of the Punjab and the Deccan are far more permanent than the scattered groups of huts which make up a village in Eastern Bengal and Assam. But everywhere there is some change, if not in the villages themselves, almost invariably in the number of houses, and certainly in the number of educated persons available for employment as supervisors and enumerators. In order to make a good scheme of census divisions for a district, it is essential to know (*a*) the number and names of the villages, (*b*) the number and names of the hamlets, (*c*) the number of houses in each village or hamlet, (*d*) the number of persons in each village or hamlet who are fit to be appointed as supervisors or enumerators, as the case may be. Given these particulars, it is easy with the aid of a map to group villages in supervisors' circles and to determine provisionally the number of blocks in each village. The arrangement thus made may require to be modified later on, when the houses are numbered and the house lists written up, but meanwhile it will show how many schedules will be required for each village, and how many notices of appointment will have to be issued to supervisors and enumerators. It will also indicate in what areas there is likely to be difficulty in procuring a competent agency locally.

2. *Preparation of Village Registers.*—Where there has been a cadastral survey, and mandals or patwaris keep the survey records up to date, the village register required for the census can be written up by the village officers at any time. But where there are neither maps nor village officers, some one has to go over the ground and ascertain what villages are actually in existence. There will, no doubt, be some list of revenue villages to serve as a starting-point for local enquiry, but cultivation is constantly shifting, fresh hamlets are formed, and old ones abandoned. Experience shows that, if an enquiry of this kind is left to be done during the hot weather and the rains, it will not be thoroughly done, and the mistakes and omissions in the record of villages will give much trouble later on, and instructions for the preparation of this register were accordingly issued in Mr. Monahan's Circular No. 25J., dated the 13th December 1899.

3. *Abstract of General Village Register.*—It is presumed that the general village register has by this time been completed, and an abstract should now be submitted to my office in the following form:

ABSTRACT OF GENERAL VILLAGE REGISTER.

District *Subdivision*

Serial No.	Thana, tahsil, etc.	Number of villages.	Number of houses.	Number of blocks.	Number of circles.	Number of charges.	Number of houses per block.			Number of blocks per circle.			Number of houses per circle.			Total number of supervisors available.	Total number of enumerators available.
							Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18

Columns 17 and 18 correspond to columns 6 to 9 of the general register, and should show the total number of persons suitable for appointment as supervisors or enumerators, respectively. A comparison of these totals with the total number of blocks and circles (columns 5 and 6) will show what reserve of possible supervisors and enumerators can be counted on to fill vacancies which may occur later on.

4. *Division of the District into Census Units.*—Before preparing this abstract, it will be necessary for you to divide your district into charges, circles, and blocks. The number of charges which you will be able to form will largely depend upon the number of officers available to serve as charge superintendents. You should allot charges to all officers qualified for the post, *i.e.*, to Assistant Commissioners (other than Subdivisional Officers), Extra Assistant Commissioners, Sub-Deputy Collectors, Tahsildars (in their respective tahsils). Deputy Inspectors and Sub-Inspectors of Schools, Deputy Conservators and Assistant Conservators of Forests, District Superintendents of Police, Assistant Superintendents of Police, and Inspectors. Non-officials should not, as a rule, be appointed charge superintendents. The charge will usually correspond with the tahsil, pargana, or thana, but if, in consequence of its unwieldy size, it is necessary to split up this unit, care should be taken to make the charges correspond with minor revenue or administrative subdivisions. In Provincial Table XI, Vol. III of the Census Report for 1891, details are given of the population by thanas, tahsils, outposts, and mauzas, and when dividing up your district you should see that the boundaries of your census divisions do not overlap the boundaries of this administrative unit, *e.g.*, that a circle does not fall within the limits of two mauzas, as otherwise difficulty may be experienced in obtaining totals for administrative areas for comparison with the figures of 1891.

The charge.

At the last census the average number of blocks in a circle varied from 19 in Gauhati to 6 in Sibsagar and Jorhat. As the accuracy of the final census largely depends upon the amount of supervision exercised over the work of the enumerators, the circles should be kept as small as possible, and should not, as a rule, exceed 500 houses.

The Circle.

The Block.

In 1891 the standard size of block was fixed at 60 houses, but it was found by experience that an enumerator had some difficulty in visiting and checking fifty houses on the census night, even when they were situated close together, and this number should not, as a rule, be exceeded. When the houses are scattered, and the distance to be traversed is considerable, the number must obviously be reduced.

5. When your district has been divided into charges, circles, and blocks, a register should be prepared in the following form :

Circle No.	Block No.	Number of houses in block.	Name and profession of enumerator.	Name of village.	No. of village in subdivisional register.
1	2	3	4	5	6
3	1	40	Mani Ram, gaonbura	Nij Hollesor ...	17
	2	43	Malbhog, pound-keeper		
	3	47	Fedela, Pandit	Chutiya ...	23
	4	44	Ghendela, pensioner		
	5	45	Dhani, mandal		
	6	53	Bholanath, cultivator	Dergao ...	29

The register should be written up by charges, a separate serial number being given to each charge in the subdivision. The name of the charge superintendent should be stated, and where the charge consists of a complete tahsil or thana, the name of the tahsil or thana should be mentioned, as well as the number. Circles should be numbered in one continuous serial number for the whole subdivision, but separate serial numbers should be given to the blocks in each circle.

As the charges, circles and blocks are formed, they should be marked off on a map of the district—the charges in red ink, the circles in black and the blocks in pencil. Great care must be taken to ensure that every portion of the district is included within some block, the enumerator of which should be held responsible for counting any persons who may settle there later on.

6. It must be remembered that the village is the unit of abstraction, and two villages should, therefore, never be included within one book. It may sometimes be necessary to appoint one man to act as enumerator in two villages, but separate books should then be given him for each village ; *e.g.*, villages A and B, which are close to one another, both contain 70 houses. If it was found impossible to obtain four enumerators, they might be divided up into three blocks :

Block No. 1	—Village A	Houses 1-50
„ „ 2	— „ „	„ 51-70
and	„ B	„ 1-20
Block No. 3	— „ „	„ 21-70

Block No. 2 might be placed in charge of one man, but he should receive two separate books, each containing twenty schedules.

5. It is desirable that the circle register should not only be a record of census divisions and agency, but should also show at a glance the progress of the work and the amount of supervision exercised by charge superintendents and supervisors. For this purpose, the following columns should be added to the circle register prescribed in paragraph 5 of Chapter II of the Code :

House numbering.		Preliminary enumeration.				Remarks.
Date of		Date of				
completion.	testing.	commencement.	completion.	testing by		
				Supervisor.	Charge Superintendent.	
7	8	9	10	11	12	13

CHAPTER III.—INTERMEDIATE ARRANGEMENTS.

Appointment of census officers.

Charge superintendents should be formally appointed at the beginning of July, and should be supplied with a copy of the portion of the circle list which relates to their charges. Supervisors and enumerators should be appointed not later than September 15th. Forms of appointment will be supplied during July, and should be filled up and signed by an officer empowered to make appointments under the Census Act before the end of August. The supervisors should at the same time be supplied with the printed instructions which will shortly be issued for their guidance, and each man should be given a copy of the sketch map of his circle and of that portion of the circle list with which he is concerned.

Checking the general village register and circle list.

2. Throughout the rains till October 1st all available agency should be employed in checking the general village and circle register, with a view to ascertaining that every hamlet has been included in the register. It is in non-cadastral areas that this work is most difficult and requires most careful supervision, as there is considerable risk that *mo-khutis* on the river *chaporis* and small settlements of coolies or forest tribes at the foot of the hills may escape inclusion altogether, and if omitted from the village register, there is little chance of the persons living there being enumerated at the census. It has already been pointed out in paragraph 5 of Chapter II of the Code that every portion of the district should be included within some block, and steps should be taken to see that every village or hamlet, formed after the submission of the general village register is duly reported, and the village and circle register brought up to date. Charge superintendents should be held responsible for the correctness of these registers for their own charges, and supervisors and enumerators should be required to go round the boundaries of their circles and blocks to ensure that all hamlets have been included in the registers, and that there is no confusion in the block and circle boundaries.

Mooring *ghats*.

3. The supervisor, when testing the general village register, should ascertain what mooring *ghats* there are near each village, and should note in his register the blocks in which these *ghats* should be included. If the number of boats likely to be at any *ghat* on March 1st is sufficiently large, he should report the fact to his charge superintendent, and this *ghat* should be formed into a separate block, and a separate enumerator appointed for it. As it will not be possible to make any preliminary enumeration of the boat population, the work of the enumerator on the census night will be heavy, and the number of boats placed in charge of one man should not exceed twenty.

CHAPTER IV.—HOUSE-NUMBERING.

Definition of a house.

A house for census purposes is defined as "The homestead consisting of one or more buildings occupied by the members of one family living under a common head with their servants." This definition is the same as that adopted in 1891, and is free from the ambiguity which the idea of commensality is likely to introduce, a widow often taking her meals separately, though continuing to live in her late husband's house. Great care should be taken to make the enumerators clearly understand what is meant by a house, and their attention should be invited to its essential attributes, such as a common *borghar*, a common head of the family, etc. The best plan perhaps is to arrange for the collection of the supervisors at convenient centres and their instruction by charge superintendents, or other superior officers to whom the definition has already been explained by the District Officer. The supervisors will then in their turn be able to explain it to their enumerators.

Exceptions.

There are some exceptions to the standard definition, but these need only be explained to the enumerators of blocks where they occur. To prevent confusion, the enumerators of these blocks should not, as a rule, be employed to number houses of the ordinary kind:

(*i*) In the case of Europeans and Eurasians, the building occupied by them should be numbered as one house, and the servants, quarters as another. The reason for this is that household schedules will be supplied for the inhabitants of the main building, while their servants will be dealt with by the enumerators of the block in which the house lies.

(*ii*) In the case of buildings which do not form a family home, such as police or coolie-lines, dispensaries, lunatic asylums, etc., each ward or dwelling-room which has a separate independent entrance from the common way should be treated as a house.

House numbering.

On October 15th, each supervisor should commence the numbering of the houses in his circle. He should start the work in each block, but the enumerator may be allowed to complete it when he has satisfied the supervisor that he thoroughly understands how it should be done. The numbers, which should run serially for the village, should be affixed in the order in which it will be most convenient for the enumerator to go round his block on the census night. When a village is divided into two or more blocks, it will be convenient to indicate the first and last number of each block by painting a triangle round the former and a square round the latter. The numbers should be posted up in a conspicuous place, but should be sheltered as far as possible from rain and wind. At the last census lime was found to be the most economical and convenient medium for house-numbering, and should be used on the present occasion whenever possible. If lime is not readily obtainable, red or yellow ochre, tar, paint, or charcoal mixed with lamp oil can be

used for house-numbering, but paper tickets must on no account be employed. House-numbering should be completed by November 15th at the latest. In addition to the ordinary dwelling-houses, serais, temples, encampments, *ghats*, and other places which may be occupied on the night of the census should be numbered.

Writing up of house lists.

While numbering the houses, the enumerators should fill up the loose sheets of block lists. Charge superintendents, supervisors, and all other officers who may be available should be deputed to test the block lists very carefully with the view of ascertaining—

(1) that every house has been numbered in accordance with the terms of the census definition of a house;

(2) that the number on the house corresponds with the number on the block list; and

(3) that no house remains unnumbered.

The testing of the block lists should go on continuously right up to the census night, as new houses are always being erected, and supervisors and other officers should go round the boundaries of blocks to ascertain (*a*) that they are coterminous; (*b*) that the boundaries are known to all the enumerators concerned; and (*c*) that every house within the block has been included within the block list. This work is especially important in areas which have not been cadastrally-surveyed. Houses which are discovered after the block has been numbered should be given the number of the house that is nearest to it, with the addition of a letter as a distinguishing mark.

Corrected return of houses.

When the block list has been written up and tested, the supervisor should correct column 3 of his circle register where necessary, and send a copy to his charge superintendent, who will in his turn forward a corrected copy of the register to the District or Subdivisional Officer. As soon as correct figures for the number of houses have been received for the whole district, they should be reported to the Provincial Superintendent of Census Operations in order to enable him to revise his indent for forms. The punctual submission of this corrected return is a matter of great importance, as little reliance can be placed on the counting of houses which was carried out in connection with the preparation of the general village register prior to the publication of the definition of a house. In the event of the number of houses ascertained by actual counting exceeding the number previously reported to such an extent as to necessitate the appointment of additional enumerators, the supervisor should at once inform his charge superintendent and name the persons he proposes should be appointed.

CHAPTER V.—URBAN AREAS.

The following is the list of places which should be treated as towns for the purposes of the census:

Goalpara.	Karimganj.	Tezpur.	Golaghat.
Silchar.	Maulvi Bazar.	Nowgong.	Dibrugarh.
Sylhet.	Dhubri.	Sibsagar.	Kohima.
Habiganj.	Gauhati.	Jorhat.	Shillong.
Sunamganj.	Barpeta.		Imphal.

Boundaries.

2. The boundaries of nearly all of these towns have been notified and demarcated, and these boundaries should be treated as the boundaries of the towns for census purposes.

Census divisions.

3. In dividing up the town into circles and blocks, municipal divisions should be followed as far as possible, *e.g.*, each ward should be made into a circle or group of circles. Each block should have natural boundaries, such as a street or drain. In the case of streets the middle of the road will be the boundary.

House-numbering.

4. In towns where a house-tax is levied, the best definition of a house will be "a building separately assessed to municipal taxation." In other towns the ordinary definition must be employed. Where houses have been numbered by the municipal authorities, those numbers should as a rule be used for census purposes. Where no numbers exist, or the system is too imperfect, or too confused for census use, systematic numbering should be undertaken in consultation with the municipal authorities, and they should be invited to adopt the new numbers.

Agency.

5. The urban population of Assam is largely composed of foreigners, whose caste names are likely to form a stumbling block to the natives of the province. Special care should therefore be taken to appoint intelligent enumerators in towns.

CHAPTER VI.—SPECIAL ARRANGEMENTS.

Steamers.

1. The Provincial Superintendent will arrange direct with the various steamer companies for the census of all mail steamers and cargo steamers, with their attendant flats, found within the province on census night. The ordinary district staff should, however, enumerate persons who live and work on the receiving flats at ghats.

2. For Government and private steamers and launches, enumerators should be appointed by District Officers. If it can be arranged for them to be moored at some ghat for the whole of 1st March, a convenient plan would be to cause the block or special ghat enumerator to prepare the preliminary record during the day and correct it, if necessary, during his final round in the evening.

Boats.

3. A list of all places where boats are likely to be moored, with the number of occupied boats likely to be found at each on the night of the 1st March, should be prepared by the supervisors in the course of testing he general village register and house-numbering, as directed in paragraph 3, Chapter III, of he Code, and submitted to the charge superintendent, who would test it very carefully, in order to make sure that there are no omissions.

4. Where the number of occupied boats likely to be moored at any ghat is small, each boat may be numbered as a house, and included in the adjacent village block.

5. Large ghats should be formed into separate blocks under special enumerators. As there can be no preliminary record, and the whole of the entries will have to be made on the evening of the 1st March, one enumerator should be allowed for every twenty boats. These enumerators should be specially selected and trained, as the entries made by them cannot be tested like those in ordinary blocks.

6. To secure the enumeration of boats that are not moored at any ghat on the night of the 1st March, the ghat enumerators will have to continue their labours for some time after that date. In the case of the smaller rivers, it will suffice if the enumerators remain at their posts until nightfall on the 2nd March, and enumerate the persons on all boats that may arrive there, and have not already been censused either in their boats or ashore. But on the large rivers, such as the Brahmaputra and the Surma or Kusiara, greater precautions will have to be taken, and the enumerators should be instructed to visit their ghats for three days succeeding the census at the times when the river population usually take their meals, *i.e.*, in the early morning, at noon, and after dark, and to enumerate all persons who have not already been censused elsewhere, either in their boats or ashore. They should also stop all boats which are being towed upstream, unless the men towing them can produce a boat ticket (see article 8) in proof of their having already been censused.

7. As a further precaution, patrol boats should be stationed at a few points on the largest rivers to intercept boats that do not come ashore.

Expenditure under this head should be minimised by the selection as patrol stations of places where police or railway launches, or forest, ferry, traffic registration, etc., boats are available.

8. Whenever a boat is censused, the enumerator should give the head boatman a certificate, and tell him to preserve it as a proof that his boat has been censused, and to prevent it from being censused again. In the case of small ghats censused by the ordinary block enumerators, these certificates can be given on plain paper. For special ghat blocks, red boat tickets will be supplied on indent, which should reach the Provincial Superintendent by the 1st December at the latest.

9. Where a river divides two districts, the moored boats will be considered to belong to the district in which they are censused. The population of boats censused in mid-stream should be divided by arrangement between the District Officers. One district might take the population of boats going up, and the other of boats going down stream.

Fairs and religious assemblies.

10. It should be ascertained beforehand whether any fairs, such as those at Udalguri, or religious assemblies, will be in progress on the night of the 1st March, and special arrangements should be made where necessary. Where large numbers of people are collected and sleep in the open, yellow tickets should be given to each person as enumerated to prevent him from being counted twice over.

Carters and travellers by road.

11. To facilitate the census of these persons, it will be desirable to issue orders directing people to abstain, as far as possible, from travelling on the census night, and ordering carters, who are on the move, to halt for the night at some village, and not by the roadside.

12. On the more important roads, where there is constant night traffic, such as the road from Gauhati to Shillong, enumeration stations should be selected at which people can be censused as they pass. Tickets should be issued to those counted to prevent double enumeration. In the case of less frequented roads, the block enumerators will census any wayfarers they may meet with—*vide* Rule 12 of the Instructions to Enumerators.

Wood-cutters.

13. The census of wood-cutters and other persons in forest reserves will be taken by the forest staff. The procedure will vary according to circumstances, but it is suggested that all persons who are working in forests or who have received passes to cross the Inner Line should be directed to assemble on the afternoon of the 1st March at previously notified centres, where they will be censused by the forest ranger or other officer selected.

Jails.

14. Each jail and lock-up should be formed into a separate block or blocks. The enumeration of the jail population will be carried out by the officer in charge, to whom the necessary forms should be supplied.

15. The term "jail population" includes all classes of prisoners and all jail officers and their families who reside within the precincts of the jail. It does not include police on duty as jail guards, as they will be enumerated as part of the district police. Each ward and occupied building, which has a separate independent entrance, should be numbered as a house.

16. The preliminary record will be commenced on the 20th February and completed on the 25th. Prisoners who will be released before the 2nd March should not be entered. In the occupation columns prisoners should be classed as convicts, under trial, or civil prisoners. The previous occupations should not be shown.

17. The final census should be commenced at lock-up time on the 1st March. Every prisoner should be called by his name as he enters his sleeping-ward, and the fact of his entry in the enumeration book verified.

Prisoners received after the preliminary record should be entered, and those no longer present should be struck out. After all the prisoners have been dealt with, the final census of the jail officials and their families should be taken.

CHAPTER VII.—RAILWAY CENSUS.

1. *Open line.*—In the case of an open line railway, the term—

(1) *Railway premises* includes a railway station within distant signals, a workshop, a colliery, a steamer-ghat, and all other premises within the railway boundaries on which permanent or temporary employés of the railway reside, except gangmen's and gatemen's huts, and similar isolated buildings outside the distant signals of stations.

(2) *Charge* means the section of line falling within a given district or State, under a charge superintendent appointed by the railway authorities for this purpose.

(3) *Circle* means a station or railway premises under a supervisor, who will ordinarily be the station master or other official in charge of the premises. Large circles will be divided into blocks.

(4) *Block* means a group of not more than 50 houses under the charge of an enumerator, and forming part of a circle.

2. *Line under construction.*—In the case of a line under construction, the census operations will be under the charge of the Engineer-in-Chief, who will be guided by the above definitions so far as they are applicable, and will act in consultation with the District Officer.

3. *Persons to be enumerated.*—The classes of the population to be enumerated by the Railway authorities, are—

A—Persons residing within railway premises, whether on open lines or lines under construction.

B—Persons travelling by rail on the night of the 1st March 1901.

CLASS A.—*Residents.*

4. *Residents defined.*—The term "residents" includes all persons sleeping on railway premises on the night of the 1st March 1901.

It does not include—

(*a*) signalmen, gangmen, gatemen living in small isolated houses and huts beyond distant signals, whether within or without the railway fences. These will be included in one of the blocks of the nearest village or towns, and will be numerated by the civil officer along with the ordinary population of that block.*

(*b*) railway servants or others who work on railway premises, either by day or night, but who habitually return to their houses outside "railway premises" when off work.

But it does include—

(*c*) large collections of railway labourers sleeping near the railway works on which they are employed, but outside station limits or "railway premises" as defined by the distant signals. Such should be enumerated by the railway officials who employ them.

5. *Census divisions.*—The first step to be taken is to parcel out all railway premises into charges for superintendents, circles for supervisors, and blocks for enumerators. The partition should be territorial, and not departmental, and in each charge a single officer of the railway must be made responsible for all the census arrangements therein. Ordinarily, a station or premises will form a circle, which will be divided into blocks, if large enough to render this necessary. Very large premises, such as collieries or extensive workshops, may be treated as a distinct charge which may be divided into circles of about 500 houses each. The form of Register annexed (Form No. 1) should be used in forming census divisions. The instructions annexed to it show

* The Railway Census Officers should satisfy themselves three or four weeks before the census that these isolated houses have been taken count of by the district staff, *i.e.*, that they have had numbers placed on them. If not, the fact should be notified without delay to the Deputy Commissioner concerned.

how each column should be filled up. An extract comprising all the entries for each province or State should be sent to the Provincial Superintendent of Census, or to the British Political Officer as the case may be, and a similar extract of the entries for a charge should go to the District Officer in British territory and to the Political Officer in Native States. The preparation of the register should be commenced at once, and completed by the end of August 1900. Where railway premises are much mixed up with the houses of the civil population, a map should be prepared, and the respective jurisdictions settled in consultation with the civil officials.

6. *House-numbering.*—A list for each station or railway settlement should be prepared in the form of the block list annexed to the general schedule, showing the number and description of buildings included in each block; and all buildings must be numbered with paint or some other material for the guidance of the enumerator. The number should run in the order in which he will visit each building on the night of the 1st March. In writing up this list, a note should be made in the last column against the houses where household or private schedules have to be left.

7. *Appointment of Census Officers.*—Superintendents, supervisors, and enumeratorsshould be appointed in writing by the chief railway authorities and as far as possible should be their employés. In circles where there is a considerable European or Eurasian colony, they should be Europeans, or should know English well. At small stations the same person may enumerate both residents and travellers, so as to save training two different men. Collectors and Deputy Commissioners will be instructed (*a*) to superintend the training of the supervisors and enumerators (*b*) to assist in procuring enumerators where the railway employés are not natives of the province, and are not acquainted with the names of the castes, sects, and occupations of the people.

8. *Schedules.*—The enumeration will be effected through schedules, of which three kinds will be issued—(*a*) *household schedules*, in English for Europeans and Eurasians, to be filled in by the head of each family and returned to the enumerator on the morning of the 2nd March; (*b*) *private schedules*, in vernacular for native employés of the superior grades, to be dealt with in the same way; and (*c*) *general schedules*, in which the enumerator fills in the entries for each person at the dictation of the head of the family. The supervisor of the circle is responsible for seeing that all three kinds are correctly filled up. Each schedule contains room for ten persons per page. In the case of Europeans and Eurasians, the return for native servants and their families on the premises is to be made by the enumerator of the block on the general schedule with the other native residents of the block.

Along with the schedules there will be issued a cover containing detailed instructions for enumeration, a specimen schedule, and an abstract to be filled up by the enumerator after the census. After the block list has been written up, the number of general schedules required to enumerate the block should, with the block list, be stitched inside the cover in such a manner that the stitching can be undone later on when the household and private schedules have to be bound up with the general schedules. A register in Form No. 3 must be kept of all forms issued to supervisors and enumerators.

9. *Preliminary enumeration by general schedules.*—Early in February every enumerator should fill in the general schedule for each house in the manner prescribed in the instructions printed on the cover. This task should be completed by the 20th February, and during its progress the supervisor should test all the entries by house-to-house visits.

10. *Final enumeration.*—On the night of the 1st March, beginning from about 8 or 9 o'clock, the enumerator must again visit every house in his block, and see that the entries are brought up to date, in accordance with his instructions regarding visitors, births and deaths not previously recorded. It may be noted that, according to those instructions, employés who are on duty on the night of the 1st March, but are not travelling with any train, should be recorded as present in the houses, where they are entered in the general schedule, or where a household schedule or private schedule has been left.

11. *Procedure with household and private schedules*—The household schedules and private schedules should be left with the head of each family about the 24th of February, and his signature taken in the last column of the block list. On the morning of the 2nd March they must be collected, examined on the spot by the enumerator and corrected, where necessary, on his suggestion. They must then be bound up in the book of schedules.

12. *Provisional Totals.*—On the morning of the 2nd March, the supervisor will have the enumerator's abstract compiled for each block according to the instructions inside the cover. He should then compile the totals from the enumerator's abstract into a return for the circle (Form No. 4), make a list of the books by blocks, checking his list with the original block lists and the Register No. 3 of forms issued, pack the books in serial order accordingly, and despatch the whole without delay to the superintendent of the charge in which he is employed, who will at once send the parcels for his charge to the Deputy Commissioner of the district, or to the abstracting centre designated by the Provincial Census Superintendent.

CLASS B.—*Travellers by Rail.*

13. *Station Enumeration.*—A special official, called the station enumerator, should be told off at each station to enumerate all persons taking tickets at that station, or alighting from a train during the night of the 1st March 1901. Persons about to travel usually arrive at a station some time before their train is due, and should so far as possible, be enumerated by the station enumerator before they enter the train each being provided with an enumeration pass to prevent his being enumerated again.

In the case of persons alighting from the train, the station enumerator should first ask if they have been enumerated already, and if they produce enumeration-passes, or assert that they have been so counted, the enumerator should accept the answer, and let them go by. If they say they have not, the enumerator should fill up the schedule entries for each person in full and give him an enumeration-pass, telling him to show it if any enumerator offers to count him again.

14. *Train Enumeration : Civil population.*—In the case of first and second class passengers, whether European or Native, and of Europeans and Eurasians travelling in intermediate or third class, or on duty with the train, household schedules in English or private schedules in vernacular, as the case may be, should be distributed by the guard in charge of the train on the evening of the 1st March. The rest of the persons in the train will be enumerated by general schedules. All passengers found in the train at 6 A.M. on the 2nd March, who cannot produce enumeration-passes, or who otherwise do not appear to have been enumerated anywhere else, and all employés on duty with the train, must be counted at the first large station at which the train stops at or about that hour. A place should be chosen where the train is timed to stop for a sufficient period, which may, if necessary, be slightly prolonged. Enumeration-passes need not be given on this occasion. The household and private schedules given the evening before to first and second class passengers and others, who have not alighted during the night, should be collected and examined by an intelligent official, who should also fill up the form, or cause it to be filled up, for those who have omitted to do so for themselves. He should finally see that the schedules thus collected are securely stitched into a cover together with the general schedules for the other passengers, thus forming a compact book of schedules for the train.

Where the local staff is insufficient for speedy enumeration of passengers at this halt, a few clerks should be sent temporarily from another station. A plan of enumeration found effective on former occasions was for two enumerators to enter a compartment as the train drew up, accompanied, if at night, by porters with lamps. Starting from opposite ends of the compartment, each enumerated all the persons on one side of the compartment. They then moved on to the next compartment, which had been locked till their arrival, and repeated the process, the compartment they had left being then unlocked, and the passengers allowed to alight.

Travelling enumerators may also be appointed to enumerate some of the passengers in each carriage at every halt until all are returned, when the next carriage will be taken up.

15. *Train Enumeration : Troops.*—Troops travelling by rail on the night in question will be enumerated by their officers, and the return separately sent in. But the native servants travelling with them should be enumerated with the rest of the persons in the train.

16. *Provisional Totals.*—For the purpose of the provisional totals the station enumeration and train enumeration should be treated as constituting separate blocks within the circle (station) at which the enumeration takes place. That is to say, the schedules containing the result of each enumeration should be bound up in a cover, abstracted, and included in the circle return, under the heading Station Enumeration or Train Enumeration, as the case may be, after the numbered blocks. See specimen entries in Form No. 4.

GENERAL.

17. *Administration.*—On all general arrangements connected with the census, the Agent or Manager should consult with the Superintendent of Census. On minor local details, the chief officer of the railway should consult the Deputy Commissioner. In order that the arrangements may be carried out successfully, it is important that a register of the railway charges, circles and blocks in each district should be sent as soon as possible to the Provincial Census Superintendent, and also that the instructions given in paragraph 5 as to the territorial arrangement of census divisions should be strictly followed.

18. *Indents.*—The indents for forms should be sent in Form No. 2 annexed by the chief officer of the railway to the Superintendent of Census Operations. It should be stated in the column of remarks in what language the private and general schedules are to be supplied at each station or premises.

On the basis of this indent, which can be tested by comparison with the particulars shown in the Census Register, the Provincial Superintendent will supply for the census of residents (columns 4 to 8 of Form No. 2)—

(*a*) household or private schedules at the rate of two for each family ;

(*b*) general schedules at the rate of one page for each house ;

(*c*) block lists at the rate of two per block ;

(*d*) covers, one per block, *plus* 10 per cent. for spoilage.

For the census of travellers (columns 9 to 13 of Form No. 2), the requirements of each station should be based on the average number of passengers passing through the station on the 1st March for the last three years, with special extra provision for the station where the train enumeration under paragraph 14 is to take place.

The full supply of schedules and books, classes A and B, together with a supply of enumeration-passes for passengers, should be indented for in September at the latest, and should be prepared for household distribution and use by enumerators, respectively, by the middle of January 1901.

19. *Expenses.*—The schedules, passes and books will be supplied by Government. The agency employed will be chiefly officially attached to the railway. Unavoidable extra expenditure, such as payment for overtime on the night of the 1st March, remuneration of outsiders where no officials are available as enumerators, charges for oil, and petty stationery, may be entered in a bill under the above head, and sent through the Provincial Census Superintendent to the Census Commissioner for submission to Government of India for sanction.

FORM NO. 1.

CENSUS REGISTER OF RAILWAY PREMISES.

Railway—East Indian Railway. Officer in general charge of Census Operations—W. E. Dring, Traffic Manager.

Serial No.	Name of station within distant signals or premises.	Number of houses.	Estimated population.		Name and appointment of Supervisor.	Names and appointments of enumerators.	Proposed number of blocks.	Charge in which included.	Name and appointment of charge superintendent.	Remarks.
			European.	Native.						
1	2	3	4	5	6	7	8	9	10	11
27	Asansol S.	225	60	240	J. Cook, Station Master.	1. S. C. Dass, Goods Clerk. 2. J. P. Unthorp, Assistant Accountant. 3. 4. 5. 6	5	Section of line in Burdwan district.	W. Taylor, Assistant Traffic Manager.	Enumerator No. 6 will be station-enumerator for travellers.
123	Jamalpur S.									
124	Jamalpur Workshops.									

Instructions for filling up Form 1.

Column 1.—Enter a serial number for all stations and premises, each of which (unless extensive enough to be made a charge) will be treated as a circle for railway purposes.

Column 2.—Enter name of station, adding the letter S, or name and description of premises, such as workshops, coal-mine, etc.

Column 3.—In the case of barracks, coolie lines, etc., each dwelling place having a separate independent entrance from the common way should be treated as a separate house.

Columns 4 *and* 5.—The entries will be of use in estimating the number of schedules required.

Column 6.—Ordinarily the station or premises will form the circle, and the station master or the officer in chief executive charge of the premises will be the supervisor. If any station or premises should be large enough to form a charge comprising several circles, the circles should be entered with the name of the supervisor appointed to each in this column, thus: No. 1 Circle—John Jones, Station master.

At very small stations the same officer can probably do the work of supervisor and enumerator

Column 7.—One enumerator should be provided for each block, and one or more, according to the size of the station, to serve as station enumerators on the night of the 1st March 1901. Natives of India should be enumerated by natives, who will be best able to deal with the entries relating to religion, caste, occupation, and language. It is advisable to provide a reserve of enumerators to fill vacancies caused by illness.

Column 8.—In forming blocks the point to be considered is the number of houses for which the enumerator can reasonably be expected to complete the final enumeration between about 7 p. m. and midnight on the 1st March 1901. If the houses lie tolerably close together an enumerator can deal with about 50; if they are scattered, the number in the block must be reduced.

Column 9.—See definition of 'charge,' which practically corresponds with the sections prescribed for accident returns. As the statistics have to be compiled by districts or States, it is important that charges should be allotted in strict accordance with the definition. The name of the civil district or State which constitutes the charge should be carefully entered in this column.

Column 10.—The officer selected as charge superintendent must be in a position to exercise effective control over the supervisors, to see that their work is properly done, and to test some portion of it personally.

FORM NO. 2.

Indent for Census Forms.

Name of station or premises.	Name of Supervisor.	No. of Block.	Number of forms required for residents.					Number of forms required for travellers.					Remarks.
			Covers.	Household Schedules.	Private Schedules.	General Schedules.	Block Lists.	Covers.	Household Schedules.	Private Schedules.	General Schedules.	Enumeration passes.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14

FORM NO. 3.

Register of Census Forms issued.

Name of station or premises.	No. of Block.	Number of forms issued for enumeration of residents.						Number of forms issued for enumeration of travellers.					Date of issue to supervisor.	Date of issue to enumerator.	Date of return of books by supervisor.	Remarks.
		Name of enumerator.	Covers.	Household schedules.	Private schedules.	General schedules.	Block lists.	Covers.	Household schedules.	Private schedules.	General schedules.	Enumeration passes.				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17

FORM NO. 4.

Circle Summary.

Name of circle (station or premises).	No. of block.	Number of books of schedules filled up for each block.	Number of occupied houses.	Total population.		Total.
				Males.	Females.	
1	2	3	4	5	6	7
	1	1				
	2	1				
	3	1				
	4	1				
	5	1				
	Station-enumeration...	1				
	Train-enumeration ...	1				
Total Circle ...						

CHAPTER VIII.—THE PRELIMINARY ENUMERATION.

1. *Training the Census Staff.*—In order to secure correct entries in the various columns of the enumeration schedule, it is essential that the supervisors and enumerators should be very carefully and systematically trained beforehand. The officers engaged in inspecting and testing the house-numbering should take every opportunity of teaching them what entries are required. Training centres should be formed at all places where an intelligent agency is available, *e.g.*, a tahsildar, a sub-registrar, a schoolmaster, a dispensary doctor, a well-educated postmaster, etc. The precise arrangements for imparting the necessary instructions will vary according to local conditions. The great point to remember is that they must filter down from the District Officer to the enumerator; the supervisors must not try to teach the enumerators until they have first been taught by the charge superintendent or some other officer, and the latter again should receive instruction before being deputed to train others, either at headquarters or from some travelling officer, *e.g.*, a Deputy or Sub-Inspector of Schools, an Inspector of Police, or Forest Officer, etc., who has already himself been made fully conversant with the system of filling in the schedules. Detailed instructions as to the way in which the schedule should be filled up are given in the Code for Charge Superintendents and Supervisors.

2. *Method of Instruction.*—The best way of imparting the necessary knowledge of the rule is by carrying out test enumerations and explaining the mistakes that thus disclose themselves. A small number of blank schedules and loose sheets of Instructions to enumerators are supplied for this purpose. If these are insufficient, further instruction should be given on plain paper. Too much stress cannot be laid on the great importance of an extended and methodical training of the whole Census staff.

3. *The Preliminary Record.*—Having been fully posted in their duties as described above each enumerator should be given :

(1) An enumeration-book cover.

(2) As many schedules as are required for his block.*

(3) A block list (leaf) for every forty-five houses or less.

Unless this has already been done by the supervisor, he should sew his schedules and block lists neatly into the cover, fill up the docket on the first page of the cover, and should copy into his block list all the entries in the house list that relate to houses in his block. He should then, *on the 20th January* 1901, commence his first round.† He should visit each house in the order shown in the block list and fill in his schedule for all persons living there.

The experience of previous censuses shows that, however careful the instructions may have been, the schedules will be full of erasures and corrections *unless the enumerator takes the precaution of making the original record on blank paper and getting it corrected by his supervisor before entering it in his enumeration book.* This was done in many districts at the last census with very satisfactory results, and the system is therefore recommended for general adoption.

4. *Testing the Preliminary Record.*—From the commencement of the preliminary record until the 1st of March the closest supervision should be exercised not only by the supervisors and charge superintendents, but also by all other officers who can by any means be spared for the purpose. The preliminary record should be completed *by the 10th February,*† and during the period between that date and the final census, special efforts should be made to examine and correct as much as possible of the enumerators' work. About 95 per cent. of the entries made at the preliminary record will be the same as at the final census, so that if this part of the work be accurate, there will be very little room for error in the final returns. The degree of accuracy attained will be in exact proportion to the amount of supervision exercised by superior officers.

5. *Distribution of Household Schedules.*—The household schedules for Europeans should be left at their houses on the 27th February, with the intimation that they will be called for on the 2nd March. The signatures of the recipients should be taken as a receipt in the remarks column of the block list opposite the number of the house concerned.

CHAPTER IX.—TEA GARDENS.

1. The actual enumeration of all persons residing on estates, whether working there as coolies or not (*vide* rule 4 of the Instructions), will be entrusted to the managers concerned, but it will be necessary for the district staff to assist them in the instruction of the persons selected to act as supervisors or enumerators, and, if possible, every garden should be visited twice by the Deputy Commissioner, or one of his European assistants, once for the purpose of instruction and once after the preliminary enumeration has been completed.

2. The following forms will be supplied :

(1) A demi-official letter of appointment to the manager.

(2) A set of instructions for the enumeration of tea gardens, on the back of which are printed the rules for filling up the schedule in English.

(3) Additional rules for filling up the schedule in English and Bengali.

Each manager should be supplied with a copy of the Instructions and of the additional rules which embody most of the information contained in rule 7, Part II of the Code for Charge Superintendents. Care should be taken to see that column 5 (sex), column 6 (civil condition), and column 14 (literacy) are filled up in all cases, as there is a tendency to leave these columns blank in the case of infants and children, and that the *birth district and province* of immigrants, and *not* thana or tahsil, are returned.

* The number will vary in different localities, but as a rule five schedule pages should suffice for six houses.

† In towns the preliminary record may be commenced on the 1st and completed on the 20th February.

3. The manager should be requested to give early intimation of the number of forms required, and it will probably be most convenient to bind them in books of the requisite size and to fill up the docket on the cover before issue from the district office. Each Deputy Commissioner should make his own arrangements for the collection and examination of the books after the census has been taken.

4. For the purpose of the census registers, each estate should be treated as a circle of the charge in which it is situated. Where an estate consists of grants lying in two or more charges the portions lying in each charge should, as a rule, be treated as separate circles.

A special circle list for tea gardens should be maintained in the following form :

Charge No.	Serial No.	Name of garden.	Name of manager.	Number of houses.	Number of blocks.	Estimated population.	Specification of forms supplied.	Date of despatch.	Name of officer deputed to advise and instruct.	*Date of inspection of* house-numbering.	Date of inspection of preliminary record.	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12	13

Forms should be supplied on the following scale :

One enumeration book cover and one leaf of the block list for each block.
One page of the schedule for every five persons.
One household census schedule for each European family.

CHAPTER X.—CENSUS FORMS.

Forms.—The following forms have been supplied up to date :

General Schedules.
Household Schedules.
Block Lists.
Covers.
Parwana forms for enumerators.
Ditto for supervisors.
Code for Charge Superintendents and Supervisors.

Loose sheets of Instructions to Enumerators, Instructions for the enumeration of tea gardens, boat and travellers' tickets will shortly be supplied.

2. *Receipt and Issue of Forms.*—A register of the receipt and issue of these forms should be opened in each district and subdivisional office, and the greatest economy must be observed in their use. On the present occasion schedules, block lists, and covers have been supplied loose, and can be bound up into books of the exact size required. The most convenient way of doing this will probably be to distribute the requisite number of forms through charge superintendents and supervisors to the enumerators, and direct them to stitch them together. The supply of schedules has been based on the assumption that one will be required for each house. The average population of a house in Assam does not, however, exceed five, while there is room for nine or ten entries on each schedule page. Five schedules (pages) should, therefore, ordinarily be sufficient for every six houses, and a reserve can thus be formed to meet those cases in which the actual number of houses proves to be in excess of the number originally estimated. One leaf of the block list should be allowed for every forty-five houses or less. The books should be bound up in such a way that they can easily be unstitched and fresh schedules inserted, if necessary. Care must be taken to see that, when a block consists of more than one village, a separate book is provided for each village for which it is desired to record separate statistics. Charge superintendents should note the issue of forms to supervisors in the remarks column of the circle list.

Supervisors should similarly record the issue of forms to their enumerators.

3. *Loose Sheet of Instructions to Enumerators.*—The Instructions to Enumerators printed on the second page of the cover have been reprinted on loose sheets, which can be issued to the enumerators with the loose sheets of the block list which have to be written up while the house-numbering is going on, and the actual enumeration books need not, therefore, be distributed to the enumerators till shortly before the date fixed for the commencement of the preliminary enumeration.

4. *Supplementary Indents.*—In the event of more forms of any kind being required, the indent should be passed on from enumerator to supervisor and from supervisor to charge superintendent, with a statement showing the number of houses, circles, etc., as the case may be, the number of forms already received, and the reason why an extra supply is required. It should also be stated whether a deficiency in one block, circle, etc., cannot be met from an excess supply elsewhere.

CHAPTER XI.—THE FINAL ENUMERATION.

1. *General.*—The final census will take place between the hours of 7 p.m. and midnight on the 1st March 1901. It will consist of the correction of the preliminary record by striking out the entries relating to all persons who have died or gone away, and inserting the necessary particulars for newly-born children or newcomers. Red ink must be used for all entries or erasures made at the final census. In order to reduce the changes recorded to a minimum, efforts should be made to induce people to spend the evening in their own homes and to avoid fixing that date for weddings or other ceremonies. They should also be asked to keep a light burning, and to remain awake until the enumerator has visited them.

2. *Procedure.*—The enumerator must himself visit each house in his block in the order of numbering. He must not get the inhabitants to come to him, nor must he send the chaukidar or gaonbura to enquire and report what changes have taken place since the preliminary enumeration. Houses marked empty must be visited to see whether any person is then living in them.

The enumerator must not content himself with asking generally whether there has been any change. He must (as is laid down in rule II-7 on page 2 of the cover) ask as he reads each name (or in the case of females whose names are not stated, each description) entered in the preliminary record, whether that person is actually present or not. He must then ask the specific question whether any fresh persons have come or any child has been born. This latter point must be carefully attended to, as it was found in 1891 that the erasures on the census night were more numerous than the additions.

If there is only one newcomer in a house, the entry for him can be made on the line left blank at the preliminary enumeration, otherwise the entry must be made at the end of the book, the number of the house being repeated, and the word "continued" added below it.

3. *Supervision.*—While the final enumeration is in progress, the supervisors should be busy visiting as many of their enumerators as possible to see that the work is going on satisfactorily.

4. *The Enumerators' Abstract.*—On the 2nd March, the enumerators should collect any household schedules that may have been issued in their blocks, and sew them into their books. They should then meet at some spot specified by the supervisor and prepare the abstracts inside the covers of their enumeration books. The supervisors should then cause the entries to be re-added by two other enumerators, and if the totals agree, he may take them as correct and post them in his circle summary. If they differ, he must check the figures himself.

5. *The Circle Summary.*—When all the totals have been thus ascertained, they should be posted in the circle summary, which should be in the following form:

District— *Charge*— *Circle*—

Name of village.	Serial No. of block.	Number of occupied houses.	Number of persons.		
			Total.	Males.	Females.
1	2	3	4	5	6

The supervisor must check the enumeration books with his circle list, and see that he has received a book for every block. He must then arrange the books in the serial order of blocks, and tie them up neatly, placing on the top a copy of the circle list corrected up to the final night. He should then proceed to his charge superintendent, deliver them to him, and take an acknowledgment specifying the total number of books received. Before giving this receipt, the charge superintendent must satisfy himself that a book has been given up for every block in the circle, and that the figures shown in each abstract have been correctly posted in the circle summary.

6. *The Charge Summary.*—The charge superintendent will cause each circle summary to be checked by the supervisors in the manner already prescribed for enumerators' abstracts. He must compare the entries with his circle list to make sure that no circle is inadvertently omitted, as occasionally happened at the last census. He will then post the totals for all the circles in his charge summary and total it. Having done so, he will at once send a copy to the district or subdivisional headquarters, with all the circle summaries arranged in serial order and his circle list. He will send these records by a special messenger, a constable, chaukidar, or gaonbura, unless it will be quicker to send them by post.

After despatching the summaries, he will arrange the enumeration books by circles, give the supervisors their receipts, and carry out the instructions received as to despatching the books.

7. *Provisional totals.*—On receiving the charge summaries, the District or Subdivisional Officer will at once compare them with the circle summaries to see that the latter have been correctly posted, and will check the addition. In 1891, it was found that errors in the rough totals prepared in the districts were more frequently due to mistakes in the circles and charge summaries than in the enumerators' abstracts. Hence special care should be taken to check the figures prepared by these officers. The circle list should be referred to to see that no circles or blocks have been omitted from the account. When this has been done, the totals for the charge should be posted in the district or subdivisional summary. As soon as the figures for charges have been received, checked, and posted, the figures should be totalled by two clerks working independently, and the result reported by telegraph in words by the Subdivisional Officer to the Deputy Commissioner. When the totals for all the subdivisions have been received, the Deputy Commissioner should telegraph the totals of his district in words to the Census Commissioner at Calcutta and to the Provincial Superintendent at Gauhati, thus :

Houses.	Males.	Females.	Totals.

The total for every district should reach the Census Commissioner by March 7th.

In every subdivision a gazetted officer should be placed in charge of this part of the census work, and will be held specially responsible for the accuracy of the figures telegraphed. Special care should be taken to include the figures for cantonments, railways, boats, etc.

The Census Commissioner will publish the totals of each district as received, with the name of the District Officer.

8. *Remote areas.*—In order that the publication of the general total may not be delayed, owing to the difficulties of communication in remote parts of the country, all District Officers should submit a complete scheme for getting their provisional totals in quickly. In particular, they should consider and report what parts of their district are so situated that there may be a danger of the circle summaries not reaching headquarters in time for the district totals to be telegraphed to the Census Commissioner and the Provincial Superintendent on the 7th March. In these circles the supervisors should prepare two circle summaries, *viz.*, one copy on the completion of the preliminary record and one after the final census. They should send the former as soon as it is ready to the charge superintendent for transmission to the District or Subdivisional Officer. If the final summaries are not received in time to be included in the district total, the totals of these preliminary summaries may be taken.

Time Table of Census Operations in Assam.

October 1st.—All enumerators to be appointed.

October 15th.—House-numbering and writing up of block lists to be commenced.

October 31st.—Specimen schedules to be filled in by enumerators.

November 15th.—Latest date for completion of house-numbering, writing up of block lists and reporting correct number of houses to charge superintendents.

December 1st.—Correct number of houses to be entered in district circle list and reported to Provincial Superintendent. Statement to be submitted to Superintendent showing whether additional forms are required, or whether there is a surplus which can be transferred to the reserve—*vide* Chapter IV, page 3, of Assam Census Code.

December 10th.—Latest date for submitting to Provincial Superintendent scheme for getting in the district totals by March 7th.

December 15th.—Books of schedules to be distributed to tea gardens and schedules, block lists, and covers to be issued to supervisors.

January 20th.—Preliminary enumeration to be commenced in rural tracts.

February 1st.—Latest date for commencing preliminary enumeration in urban areas.

February 10th.—Preliminary enumeration to be completed in rural tracts.

February 20th.—Preliminary enumeration to be completed in urban areas.

February 27th.—Household schedules to be left at the houses of Europeans and Eurasians.

March 1st.—Final enumeration.

March 2nd.—Block and circle summaries to be completed. Civil officers on tour to despatch their enumeration books to Sadr.

March 7th.—Latest date for telegraphing district totals to Census Commissioner at Calcutta and Provincial Superintendent at Gauhati.

Code for Charge Superintendents and Supervisors in Assam.

PART I.—DEFINITIONS.

CENSUS DIVISIONS AND AGENCY.

1. Census divisions are arranged by subdivisions.

2. The superior instructing and inspecting officers are called *Superintendents*, and the areas allotted to them are called *Charges*.

3. Under them are the subordinate instructing and inspecting officers, who are called *Supervisors*. The areas in which they are appointed to work are called *Circles*.

4. Under the supervisors are the persons whose duty it will be to fill in the actual census forms. These are the *Enumerators*. The areas, the population of which they are appointed to count, are called *Blocks*.

REGISTERS AND FORMS.

5. The register containing a list of all the villages in the subdivision by mauzas or thanas is called the *General Village Register*.

6. The *Circle List* is the register of census divisions, *i.e.*, charges, circles, and blocks.

Extracts from this register will be supplied to each charge superintendent for his charge, and to each supervisor for his circle.

7. The *Block List* is the form in which the houses in each block are entered serially, with details regarding the description of the house and the name of the head of the house.

8. The *Schedule* is a page of the form on which the actual enumeration is recorded.

9. The *Instructions to Enumerators* are the rules regarding the filling in of the schedule and the manner in which the enumerator is to proceed.

10. The *Sample Schedule* is a schedule on which entries are printed in illustration of the instructions to enumerators.

11. The *Enumerators' Abstract* is the summary to be prepared by the enumerators after the census has been taken, showing the total number of houses and persons entered in each book. This form is printed on the third page of the cover.

12. The *Enumeration Book* is the book in which the actual schedules for the enumeration are bound up. It contains also a copy of the instructions to enumerators, a sample schedule illustrating those instructions, as well as a block list and a form for the enumerators' abstract.

13. A '*house*' is defined for census purposes as being *the homestead, consisting of one or more buildings occupied by the members of one family living under a common head, and their servants.*

Exception.—In the case of buildings which do not form a homestead, or which are not occupied by families, *e.g.*, police lines, coolie lines, etc., each dwelling-place, which has a separate independent entrance from the common way, will be treated as a house.

This definition is of very great importance, and care should be taken to see that it is well understood.

PART II.—DUTIES OF SUPERVISORS.

1. You should at once go round your circle with the neighbouring supervisors. If there is any doubt as to the boundaries of your circle, you should report to the charge superintendents. You should go through the interior of your circle, and if any village is included within your boundaries, which is not shown in column 5 of your circle list, you should report the matter to the charge superintendent, and you must also satisfy yourself that the blocks in your circle are coterminous, but do not overlap.

2. When you receive the forms from your superintendent, you must make the enumerators bind them up into books. Five pages of the schedule should be allowed for every six houses and one leaf of the block list for every forty-five houses, and they should be stitched inside the cover in such a way that the book can be opened afterwards, if necessary, for the insertion of other schedules. When the books have been prepared, you should fill up the docket on the first page of the cover. Each enumerator should also be given a loose leaf of the block list on which he will write up his house list.

3. On the 15th October you should commence the work of numbering the houses. You should visit the block of each enumerator and paint a number in lime on each house. If lime is not readily available, you should use paint, coal-tar, red or yellow ochre, or some similar substance. Paper tickets must not be employed. The numbers should be at least three inches long, and should be affixed in a place where they will be easily visible, but sheltered, as far as possible, from rain and wind. The houses should be numbered in one series for the village, and the numbers should be affixed in the order in which it will be most convenient for the enumerator to go round his block on the census night. Serais, temples, shops, schools, empty houses, and any places likely to be inhabited on the census night, must be numbered. When a village is divided into two or more blocks, the first and last number of each block should be indicated by painting a triangle round the former and a square round the latter.

4. You must personally commence the work of house-numbering in each block, but the enumerator may be allowed to complete it when he thoroughly understands the way in which it must be done. You must, however, test his work, and see that no mistakes have been made, and that in all cases houses have been numbered in accordance with the definition of a house given in Rule 13 above. House-numbering must be finished by *the middle of November at latest.* The date on which the house-numbering is completed should be entered in column 7 of your circle register.

5. While the houses are being numbered, the loose sheets of house lists should be written up by the enumerators. If any new house is constructed or discovered after the house-numbering has been completed, you should give it the number of the next preceding house, adding the letter [ক] after it.

6. When the house lists have been written up, they should be carefully tested by you to see (1) that houses are numbered in accordance with the definition of a house given in Rule 13; (2) that the number affixed to a house corresponds with the number shown against that house in the block list; and (3) that no house has been omitted. This testing is of great importance, as when the enumerators go round their blocks to fill in the preliminary record, they will take their block lists as their guide. If, therefore, any house is omitted from the block list, its inhabitants will escape enumeration.

You must also see that all *ghats*, cart-stands, encamping grounds, and other resting places are included in the block list. When you are satisfied that the loose block lists are correct, you should order the enumerators to copy them into their enumeration books, and hand over the loose lists to you. You should then compare the number of houses shown in the block lists with the number shown in the circle list, correct the latter where necessary, and report the corrected number to your charge-superintendent.

7. You must study the *Instructions to Enumerators* printed on page 2 of the cover, and when you have mastered them, you must carefully explain them to the enumerators under you. You will be supplied with a loose sheet of instructions for each enumerator, and two blank schedules, and the best way of training your men is to make them fill up these schedules and correct their mistakes. The following instructions must also be borne in mind, and it would be well for you to dictate them to the enumerators under you.

Column 1 of the Schedule (House number).—At the last census enumerators were forbidden to make entries with regard to more than one house on a page. This rule has now been abandoned, but to prevent confusion in the minds of those persons who were employed at the last census, you should explain that if there is room, the entries of two, three, or even four houses may be made on one page, but that a space should be left blank between the entries for each house.

Column 2.—The serial number in this column will run for the whole book. You must explain to the enumerators that this column is on no account to be filled up till after the final census.

Column 3.—At the preliminary enumeration, the enumerator should enter in this column all persons, even though absent, who ordinarily live in, or take their meals from the house, if they will be back by 1st March, as well as visitors who are staying over the 1st March. Visitors who say that they will leave before March 1st should be omitted. When a female's name is not mentioned, her relationship to some member of the family should be entered, unless this is objected to, and if a woman declines to mention the name of her husband or of any relative, someone else should be asked to give it.

Column 4.—Especial care should be taken to explain to the enumerators how to fill in this column, the sect, not the religion, being recorded in all cases in which the person enumerated knows to what sect he belongs. If a person is a Hindu, he must be asked to what sect he belongs, *e.g.*, Saktist, Sivaite, or Vaishnav, and if he says that he is a Vaishnav, he must be asked whether he is a Damodaria, Mahapurushia, Haridevi, Chaitanyapanthi, or a member of the Sahaj Bhajan, and the sub-sect returned by him must be recorded. If he is a Mnhammadan, he must be asked whether he is a Shiah or Sunni or Ahl-i-Hadis (*i.e.*, Wahabi). It is only when a person does not know to what sect he belongs that his religion should be entered. The statement made by the person enumerated should be accepted without question, *e.g.*, if a Kachari says that he is a Hindu, he must be entered as such, even though he still occasionally eats pig. When a person does not belong to any recognised religion, such as Hindu, Musalman, Christian, his race should be shown, and he should be entered as Naga, Miri, Kachari, Mech, Garo, as the case may be. Jains and Brahmos must be shown as such, and not as Hindus.

In the case of Christians, the sect should be shown, such as Presbyterian, Calvinist, Baptist, and if the person enumerated can write, he should be asked to enter the name of the sect himself.

Column 5.—You should remind your enumerators that the sex, even of the smallest infant, must be entered.

Column 6.—You must impress upon your enumerators that this column must never be left blank, not even in the case of infants. Every person, male or female, must be entered as married, unmarried, or widowed, divorced persons being shown as widowed. You must tell the enumerators that they must accept the statements of the persons concerned, and that if a man or woman declares that they are married, they must be entered as such, even though they have not performed the full marriage ceremony. You must carefully explain to the enumerators that the word 'borola' must only be applied to a man who has married, but whose wife is dead. A man who has never taken a wife must be entered as বিয়া ন কৰোৱা। Children who have been married should be entered as married, even though they have not begun to live with their wives or husbands.

Column 7.—At the last census, enumerators recorded as শিশু all infants still at the breast. Children in Assam are often suckled for two years, and you should therefore explain to the enumerator that only those children who have not yet completed a year should be shown as শিশু. The number of years actually completed, and not the current year, should be shown.

Column 8.—For Hindus the enumerators must be careful to enter the true caste, and not sub-castes or titles, or vague terms, such as Jharua or Sudra. In case of persons who are not Hindus, the tribe or race should be shown, such as Kachari, Garo, Chinaman, Rabha. The statements of Musalmans and Christians as to their race and caste should be accepted, and in the case of Buddhists it should be stated whether they come from Bhutan, Khampti, Burma or China.

Column 9.—Do not use general or indefinite terms, such as "service," "Government service," "shop-keeping," "writing," "labour," etc. Find out and state the exact kind of service, the goods sold, the class of writing or labour. If a man expresses doubt as to what he should consider his principal occupation, ask him on which of his occupations he spends the most time, and enter that in column 9.

If a man says his occupation is service, distinguish—

Government service,	Local or Municipal service,
Railway service,	Village service.

stating in each his rank, what branch he serves in, and the nature of his work.

In the case of domestic service, state precisely the kind of service rendered, and also enter the occupation of the person to whom it is rendered, *e.g.*, zamindar's cook, baniya's water-carrier, etc.

Show pensioners as military or civil, as the case may be.

Show persons who live on the rent of lands or buildings in towns as landlords.

Show persons who live on money lent at interest, or on stock, bonds, or other securities as capitalists.

In the case of agriculture, distinguish—

Rent receivers,	Actual cultivators, including sharers.
Field labourers, separating those regularly employed from those who work by the day or by the job.	

Show gardeners and growers of special products, such as cardamoms, betel, pepper, etc. separately.

In the case of labourers, not being agricultural labourers, distinguish navvies or earth-workers, labourers in mines, stating the substance mined, such as coal, stone, mica, gold, etc., and operatives in mills, workshops, or factories, stating the kind of mill or factory, such as jute mills, cotton mills, rice mills, lac factories, rope works, etc.

In the case of clerks, show the occupation of the clerk's employer, and show separately accountants, cashiers, type-writers, and salesmen in shops.

In the case of traders, specify carefully the kind of trade, and state whether they make what they deal in.

In the case of large manufacturers, show the proprietor as a manufacturer, and specify the branch of manufacture, as cotton manufacture, etc. For minor industries, state precisely the nature of the work done, for example, whether a weaver weaves cotton, silk, carpets, etc., whether a bangle-maker makes bangles of glass or lac, and so on.

Women and children who work at any occupation of whatever kind must be entered in this column, whether they earn wages or not.

Most people in Assam are connected with the land either as landlords or tenants. They will be divided for the purposes of the census into four classes, and the enumerator must be taught to show clearly to which of the following four classes the person belongs:

(1) Persons who hold land direct from Government, whether as *zamindars*, *mirasdars*, *nisf-khirajdars*, or ordinary *raiyatwari pattadars* who cultivate the land either themselves or by their servants.

(2) Persons who hold land direct from Government who do not cultivate the land, but sublet it.

(3) Tenants of other persons who cultivate the land themselves or by their servants.

(4) Tenants of other persons who do not cultivate the land.

The enumerators, misled by the entry on the specimen schedule, which is wrong, usually enter খেতিয়ক or খেতি করি খায়। *This is not enough.* They must say whether the cultivator holds direct from Government or is a tenant of some other person.

It is sometimes difficult to decide whether women or children should be shown in column 9 as workers or in column 11 as dependents. The following principles should be observed:

(1) Women who assist the men of the family by planting or cutting *dhan*, weaving cloths for sale, or selling fish, *dhan*, or other things, should be classified as workers.

(2) Women who do not work out of doors, but restrict themselves to household work, such as husking paddy and weaving cloths for home use, but not for sale, should be treated as dependents.

(3) All children below twelve years of age living with their parents or guardians and boys still at school should be classed as dependents, even though they do light work, such as buffalo and cattle herding.

Persons temporarily out of employment should be shown as following their ordinary occupations. This rule does not, however, apply to workers so broken down in health that they can do nothing but beg. These persons should be shown as beggars.

Column 10.—If a man has several subsidiary occupations, enter in column 10 only that on which he spends the most time.

Column 11.—It must be borne in mind that women and children who themselves do work, should not be shown in this column.

In the case of a joint family, several members of which earn money, enter in column 11 the principal occupation of the eldest. Note that servants should not be shown as dependent on the occupation of their master.

Enumerators are very apt to make mistakes about this column, and the rules for filling it up, should be very carefully explained.

Column 13.—If a man is in doubt what to return as the language which he ordinarily uses, ask him what language is most spoken in his own house, and enter that in column 13. This column must be filled up for infants, the language spoken in the parents' house being entered.

Column 16.—You must carefully explain to the enumerators that they must not write অন্ধ or কানা only, but always দুই চক্ষু অন্ধ or দুই চক্ষু কানা. Similarly, entries are only to be made in the case of those who are both deaf and dumb, and in the case of those who have corrosive leprosy. You must explain this rule very carefully to the enumerators, or otherwise they will make mistakes.

8. On the *20th January*, the enumerators should begin the preliminary enumeration, visiting the houses in the order in which they are shown in the block list, and entering the necessary particulars for all persons in each house. If the charge superintendent so directs, you should tell the enumerators to make their entries on plain paper, and bring them to you for correction before writing them in their enumeration books. You must, during the time that the preliminary enumeration is going on, visit each house in your circle, examine every entry in every book, and see that it has been correctly made. You must be particularly careful to see that columns 4, 8, and 9-11 are correctly filled in, but all the other entries will also require careful examination. There will be very little opportunity of checking the entries made at the final enumeration, and the accuracy of the census will largely depend upon the amount of testing done by you between January 20th and March 1st. You should submit every Sunday to your charge superintendent a statement in the following form, showing the amount of work done by you in the preceding week:

Serial No. of each block visited.	Number of houses visited in each block.	Number of entries verified in each block.
1	2	3

If you find it necessary to make corrections before the night of the census, you must make them in black ink; you must not use pencil.

9. The final census will take place on the night of March 1st. You should request the inhabitants of your circle to spend that evening in their own houses, and to avoid fixing that day for wedding and other ceremonies. They should keep a lamp burning at the door, and remain awake until the enumerator has visited them. During the night you should visit as many of your enumerators as possible, to make sure that they are going their rounds. The following points of procedure require attention:

10. (1) The enumerator must himself visit each house in his block in the order of numbering. He must not get the inhabitants to come to him, nor must he send the village watchman or any one else to enquire and report what changes have taken place since the preliminary enumeration. Houses marked empty must be visited to see whether any person is then living in them.

(2) The enumerator must not content himself with asking generally whether there has been any change. He must (as laid down in Rule II-7 on page 2 of the cover) ask, as he reads each name (or, in the case of females, whose names are not stated, each description entered in the preliminary record), whether that person is actually present or not.* He must then ask the specific question whether any fresh persons have come, or any child has been born. This latter point must be carefully attended to, as it was found in 1891 that the erasures on the census night were more numerous than the additions.

(3) If there is only one new-comer in a house, the entries relating to him can be made in the space left blank at the preliminary enumeration.

(4) Red ink only must be used for fresh entries, corrections or erasures on the final night, whether made by the supervisor or enumerator.

11. *The Enumerator's abstract.*—On the morning of the 2nd March, the enumerators of the circle should meet you at some selected place, if possible, at or near a post office. You should then—

(1) compare the number of books produced with the number of blocks in the circle, and see that you get a book for every block;

(2) see that the household schedules shown by the block list to have been issued have been duly collected and sewn into the right book, and that all loose schedules are accounted for;

(3) read every entry made at the final enumeration, and correct any obvious errors or omissions;

(4) have the number of houses and males and females independently added up on separate pieces of paper by the enumerator of the block and by two other enumerators. If the totals thus ascertained agree, they may be accepted as correct and entered in the enumerator's abstract at the end of the book. If they differ, you must check the figures yourself.

12. *The Circle Summary.*—When all the enumerators' abstracts have been completed and found to be correct, you should select your two best enumerators, and with their assistance prepare the circle summary in the following form, and despatch it to the charge superintendent by post or special messenger:

Circle Summary.

District— Charge— Circle—

No. in Circle List or General Village Register.	Name of village or ward.	Serial No. of block.	Number of occupied houses.	Persons.		
				Total.	Males.	Females.
1	2	3	4	5	6	7
Circle total ...						

Submitted to the superintendent of charge on the of March 1901.

(Signed)

Supervisor.

You should then arrange all the enumeration books of your circle in the order in which the blocks to which they relate are entered in the circle list; tie them up neatly, placing on the top a copy of the circle list, corrected up to the final night, and personally deliver the packet to your charge superintendent, who will give you a receipt, stating the number of books received. Before giving this receipt, the charge superintendent must satisfy himself that a book has been given for every block in the circle, and that the figures shown in each enumerator's abstract have been correctly posted in the circle summary.

Your duties will then be at an end. If they have been performed to the satisfaction of the Deputy Commissioner, he will give you a certificate in acknowledgment of the services you have rendered to Government.

* He should also enquire whether there has been any change in civil condition.

PART III.—CHARGE SUPERINTENDENTS.

1. The rules laid down for the guidance of supervisors apply also, *mutatis mutandis*, to charge superintendents.

The duties of the charge superintendent are—

(1) to instruct and inspect the work of the supervisors ; and also (2), so far as possible, to instruct and inspect the work of the enumerators.

2. His first duty is to see that the supervisors thoroughly understand the "Instructions to Enumerators," and are well acquainted with their work. He must teach the supervisors very thoroughly in order that the latter may be in a position to educate the enumerators. For this purpose, he should resort freely to the loose schedules, which will be supplied for instruction purposes.

If there are any points in the "Instructions to Enumerators," or in this Code, regarding the meaning of which he is himself not quite clear, he should at once refer this difficulty to the Deputy Commissioner or Subdivisional Officer, and ask for an explanation.

3. He should examine in each circle a portion of the work of the enumerators, which has been seen and passed by the supervisors, in order to make sure that the latter carry out their testing thoroughly and efficiently.

He should also instruct the enumerators personally, so far as time and opportunity permit, and test himself as much of their work as possible. The accuracy of the census returns will depend very largely on the amount of time which is spent by superior officers in instructing and testing the work of their subordinates.

4. From the 1st October to the 20th January, each charge superintendent should submit a fortnightly report to the Deputy Commissioner, showing the progress that has been made—

(1) in house-numbering ;

(2) in testing—

(*a*) by supervisors,

(*b*) by himself ;

(3) in instructing the supervisors and enumerators.

5. From the 20th January to the 28th February, he should collect the weekly returns prescribed in Part II, Rule 8 above, and submit a consolidated return for his charge, showing also the work he has himself carried out.

6. After the final census, he should collect the batches of books from the supervisors, and the circle list extracts and supervisors' totals.

He must compare each circle summary with the circle list, and with the enumerators' abstracts, in order to make sure that no circle or block has been accidentally omitted, and that the enumerators' totals have been correctly posted. He must have the totals of each circle summary checked independently by two supervisors in the manner prescribed for enumerators' abstracts. He will then post the totals of the circle summaries in his charge summary, add them up with the help of his most intelligent supervisors on the system of double check already referred to, attach to the charge summary all the circle summaries for the charge arranged in order according to the circle list, and send the entire set of summaries with his circle list by special messenger to the district or subdivisional headquarters, unless it is quicker to send them by post. After despatching the summaries, he will arrange the enumerators' books by circles, give the supervisors their receipts, and carry out the instructions he has received as to despatching the books. The following form is prescribed for the charge summary :

Charge Summary.

District— Subdivision— Thana— Charge—

Serial No. of Circle.	Number of blocks in circle.	Number of occupied houses.	Persons.		
			Total.	Males.	Females.
1	2	3	4	5	6
Charge total					

APPENDIX C.

Rules for Slip-copying in District and Subdivisional Offices.

1. *Constitution of office.*—The work in each subdivision should be placed in charge of a gazetted officer, who will be held responsible for seeing that it is carried out with accuracy and despatch. The following staff should be employed under him:

(1) A record-keeper, who will be in charge of the enumeration-books, the slips and pencils, and who should exercise constant supervision over the supervisors. This man must be a permanent member of the office staff, who should be temporarily deputed to census work for the four or five weeks that slip-copying will last. He will receive a deputation allowance equivalent to 20 per cent. of his pay, which will be debited to the Census, as will also the pay of the substitute, if any, entertained in his place in the office.

(2) One supervisor for every eight copyists.* These men, wherever possible, should be permanent Government employés, as upon the accuracy of their checking depends the accuracy of the final census tables. When they are Government servants, they should receive a deputation allowance of 20 per cent. of their pay. The salary to be paid to *ticca* men will vary in different districts: from fifteen to twenty rupees per mensem should, however, be sufficient.

It was found by experience that eight men were too many for a single checker, six being as many as can properly be dealt with. It is most necessary that the checkers should be men of some intelligence. Cheap checkers are most unsatisfactory. They are slow and unreliable, they do not fill up register No. III, they fail to reconcile discrepancies between the slips and the enumeration books, and they do not check the slip-copying enough.

Payment by outturn renders the most careful checking necessary, as there is an obvious inducement to scamp the work.

(3) *Copyists.*—The number to be entertained depends upon the number of qualified men and the amount of office-room available. One man for every ten thousand persons to be dealt with seems to be a suitable allowance for all, except the very largest subdivisions. In the raiyatwari districts of the province, there will probably be no difficulty in getting this work done by mandals, who will be given a deputation allowance of 20 per cent. of their pay, provided that they maintain an average rate of 500 slips a day during the time that they are employed. Where Government servants are not available, outsiders should be entertained and paid at the rate of fifteen annas for every thousand† slips correctly copied.

The rate is not excessive. In practice, any decent man could do 500 slips a day, but it is very hard to attain this average, especially with mandals in planting districts, where they have to enter the names of castes, language, and birthplaces, with which they are unfamiliar. For the tea districts two rates should be prescribed, one for the garden and the other for the village population: 350 slips for one and 450 slips for the other would be a fair rate.

* If supervisors cannot keep pace with the work of eight copyists, one man should be appointed for every six. The fact should be, however, reported at once to the Provincial Superintendent.

† In practice, it may be found that this works out too high a rate of pay, in which case the rate may be reduced; the new rate proposed should, however, be reported to the Provincial Superintendent.

2. *Arrangement of the records.*—When the enumeration-books are received by the record-keeper, he should go through them with the circle list, and see that he has received a book for every block, or, if a block is composed of more than one village, for every village in the block. He should then arrange the blocks by circles and charges, and should give each book a serial number, which should be written in large figures in blue pencil on the cover, the numbers running in one series for the charge. This work should be taken in hand as soon as possible after the census, and there is no reason why slip-copying should not have begun by March 10th. The supervisors should assist the record-keeper in arranging the books.

Tea-garden and railway books must, on no account, be mixed up with the books in which the general population are recorded. They should be arranged by charges, but kept quite distinct from the ordinary village books.

Thus, for each charge there will be (*a*) books arranged by circles for the ordinary population, (*b*) books for tea gardens arranged by mauzas* in the five upper districts of Assam, by parganas in Cachar, and by outposts and thanas in Sylhet and Goalpara, and (*c*) books for the railway population arranged in the same way.

3. *Issue of books and slips.*—Books, slips, and pencils will be issued by the record-keeper to the supervisors, who will distribute them to the gangs of copyists working under them. The record-keeper will maintain a register in the following form :

Register No. I.

No. of charge.	No. of circle.	To whom issued.	Date of issue.	Signature of supervisor.	Date of return.	Signature of record-keeper.	Number of slips issued.	Number of pencils issued.	Signature of supervisor.
1	2	3	4	5	6	7	8	9	10

Books should be issued to supervisors by circles at a time. The signature of the supervisor in column 5 of Register No. I will be taken as an admission that the full number of books for the circle indicated in column 2 have been received. The signature of the record-keeper will be taken to show that all the books issued have been received back, together with their proper complement of slips. The supervisor should, therefore, carefully compare the books with the circle list before taking delivery, and the record-keeper must do the same when they have been returned, and check the number of slips received with the population of the circle as shown in the circle summary. If there is any discrepancy between the two totals, the enumerators' abstracts and the circle summary should be checked. One page of the register should be allowed to each supervisor, and at the end of the week the record-keeper should roughly check the number of pencils and slips issued

In Sylhet there were sometimes two villages in one book; this is contrary to rule, and should not be allowed.

* By mauza is meant a mauza shown in Provincial Table XI, Volume III of the Census Report for 1891.

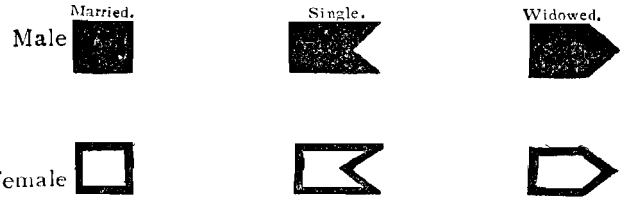
with the amount of work done. Supervisors should issue the books to copyists by villagers and should keep up a register in the following form :

Register No. II.

Name of village.	Date of issue.	Number of slips issued.	Number of pencils issued.	Date.	Number of slips correctly copied.	Date.
1	2	3	4	5	6	7

One page of this register should be allowed to each copyist. The supervisors should roughly check the consumption of slips and pencils, and see that it is not unreasonable.

4. *Rules for filling up the slips.*—Civil condition and sex are indicated by the following symbols :



Civil condition varies very much in different districts and different religions. The proportion in each district can easily be ascertained from the census tables.

Religion is denoted by colour, Hindus being brown, Muhammadans half-bleached, Animistic tribes, such as Nagas, Mikirs, unconverted Kacharis, etc., being green, Christians red, and all other religions and persons whose religion is not returned yellow. The supervisors must keep their copyists supplied with the slips they are likely to require, giving each man a stock of brown, half-bleached, and green slips, and only issuing red and yellow slips when actually needed. Only a small number of widowed slips need be issued. At the last census amongst males 56 per cent. were single, 40 per cent. married, and 4 per cent. were widowers. Forty-one per cent. of the women were single, 42 per cent. married, and 17 per cent. widows.

This rule was often overlooked.

As soon as he receives a book, the copyist will go through the serial number in column 2 and correct it, if necessary, so as to make it run in one series for the book. When doing this he will see whether the village is mainly Hindu, Muhammadan, or Animistic, and should place the slips indicating the most prevalent religion in the village in the position in which he can reach them most easily. Single, married, and widowed slips should be kept distinct from one another.

The copyist will select a slip of the colour, sex, and civil condition required, and will enter in pencil at the top against the word 'No.' the number of the charge, the serial number of the book shown in blue pencil on the cover, and the serial number of the individual shown in column 2 of the schedule. The entries in the schedule should then be copied in the order in which they come on to the spaces on the slip which bear the same number as the columns of the schedule to which they refer. No entries need be made from column 3 (name), column 5 (sex), or column 6 (civil condition), as sex and civil condition are

indicated by the symbols on the slips. Religion (except in the case of yellow slips) is indicated by the colour of the slip, and the sect only should, therefore, be shown in space 4.

4. If sect is not returned, a dash, thus—, should be made across the space. In the case of all persons who are not either Hindus, Muhammadans, Animistic tribes or Christian, the religion must be entered as well as the sect.

5. *Abbreviations.*—The entries made in the enumeration-book must be copied on to the slip at length, except in the following cases, in which abbreviations may be used :

Column 8 (*Caste*).—A separate list of abbreviations will be issued to each district for the castes most common in the district.

Columns 9, 10, 11 (*Occupation of workers and dependents*) + = a person who holds land direct from Government and cultivates it.

8 = a cultivating tenant.

6 = a garden coolie.

Column 12.—√ = born in the district in which enumerated.

Column 13 (*Language spoken*)—

অ = Assamese.

ব = Bengali.

Column 14 (*Language in which literate*)—

অ = Assamese.

ব = Bengali.

ই = English.

If the person is illiterate, a dash, —, will be made across space 14.

No entry of infirmities will be made on the slip.

If the person is literate, but does not know English, a dash, —, will be made across space 15.

6. *Correction of schedule.*—The copyist must not alter or amplify the schedule himself. The supervisor may, however, make the following corrections where necessary :

Column 4 (*Religion*).—If this column of the schedule is left blank, it may be filled in with reference to the religion of the head of the family or the caste of the person enumerated. Animistic tribes, such as Kacharis, Miris, etc., should not be presumed to be Hindus, unless this fact is definitely stated.

Column 5 (*Sex*).—If this column is left blank, the sex of the person enumerated can generally be ascertained from the name or occupation.

Column 6 (*Civil condition*).—If civil condition is not entered on the schedules—

Males under	... 15	should be unmarried.
Females under	... 10	
Males between 15 and 50		should be married.
Females between 10 and 40		
Males of 50 and over		should be widowed.
Females of 40 and over		

Column 7 (*Age*).—If age is not returned, the following rules should be followed :

	Males.
Unmarried workers should be treated as	15
Unmarried dependents should be treated as ...	8
Married males should be treated as	30
Widowed males should be treated as	45

The list of sanctioned caste abbreviations is printed at the end of the rules. Some officers were of opinion that it should be enlarged, but I doubt whether this could be done without considerable risk of confusion in the sorting office. Great care must also be taken to see that abbreviations are not improperly used for castes for which they were not intended.

	Females.
Unmarried should be treated as	7
Married should be treated as	20
Widowed ,, ,, ,,	35

Columns 9, 10, 11 (*Occupations*).—Entries occasionally appear against the same person both in columns 9 and 11. In these cases the individual should be treated as an actual worker, and not as a dependent. If no entry is made in these three columns at all, the individual should be treated as a worker if an adult male, and as a dependent if a child or woman. If the occupation is not filled in, it should be assumed to be the traditional occupation of the caste.

Column 12 (*Birth place*).—If this column is blank, it should be assumed that the person in question was born in the district in which enumerated, unless the language and caste column show that the person in question is not a native of Assam.

Column 13.—If the language ordinarily used is not returned, the common vernacular of the district should be entered.

The following are specimen slips filled up in the Sibsagar district:

No. 1, 17, 43.
4 Mahapurushia.

Vaishnab.

[redacted] 7	25 / আ
8	
9	+
10	
11	
12	✓
13	অ
14	——
15	

This indicates that the person in question is serial No. 43 in book 17, charge 1, that he is a male, married, Mahapurushia, Vaishnab by sect, 25 years of age, Ahom by caste, by profession cultivator of his own land, with no subsidiary occupation, that he was born in

Sibsagar, that he speaks Assamese, and that he is literate.

No. II, 25, 36.

4 Saktist.



7 33
8 Br.

9

10

11 Vakil.

12 Nowgong.

13 অ

14 অ

15 ——

The person enumerated is serial No. 36 in book 25 of charge No. II. She is a Brahman, widow, aged 33, and a Saktist. She is supported by a vakil. She was born in Nowgong and speaks Assamese, which she also knows how to read and write. She does not know how to read and write English.

The copyist, as he writes each slip, will lay it before him face downwards on the table. When the village has been finished, he will tie up the bundles in hundreds in serial order, and take them to the supervisors with the books to be checked. He must be careful to see that the slips are arranged in such a way that the symbol for sex and civil condition is always at one end of the bundle.

If the supervisor is engaged, he will issue another village to the copyist, and call him back to have his slips tested as soon as he is at leisure.

7. *Checking.*—The method of checking will be as follows:

The supervisors will take the enumeration-book, and the copyist will take the slips. He will then tell the copyist to read out two or three entries in every slip in turn.

Thus, Serial No. 1—Columns 4, 5, and 6.

" " 4— " 4, 5, 6, 9.

" " 3— " 9-10.

etc.

The males should be placed in one heap, the females in another.

All entries should be compared.—This does not take much longer and is much safer.

Entries of literacy, occupations other than agriculture, and birth-place outside the district of enumeration, should be checked most carefully. There is a tendency to use one of the sanctioned forms of abbreviation for occupation and birth-place, even when it is not appropriate. Entries of literacy are often overlooked.

When the slips have been checked and sorted by sex, the copyist should take them to the room supervisor, who will compare them with the enumerator's abstract. If there is any discrepancy, the copyist should be made to reconcile it by counting and comparison. As a rule, the total will be correct, but one sex will be in excess, the other in defect of the number of slips. This discrepancy can easily be reconciled by counting.

It is impossible to lay too great a stress on the absolute necessity for very thorough and careful testing of the accuracy of the entries made in the slips. The gazetted officer in charge of the work must devote as much time as he can spend to watching this checking, and any supervisor found to have passed a mistake must be severely punished.

Accidental mistakes may be corrected at once, if they do not exceed one per 100 slips. If they are more numerous, the book must be given back to the copyist, and he must be told to himself test all the entries and bring them up half an hour later: this time should be rigidly adhered to to prevent careless work. If the mistake is in the nature of wilful fudging or unauthorised abbreviations, the whole bundle of slips must be torn up, and the copyist directed to do the work over again.

Until the copyists have got into the work, almost every slip should be tested for sex, religion, and civil condition, as there is at first considerable danger of their choosing the wrong slip.

Finally, the supervisor should compare the total number of slips with the number of persons shown in the enumerators' abstracts, and if they differ, he should return the book and slips to the copyist to have the discrepancy reconciled. When the slips have been passed by the supervisor as correct, he will enter the population of the village in the following register:

Register No. III.

Name of Subdivision—Jorhat. *Charge No.*—*VI.*

Population—

No. of circle.	Name of mauza.*	Name of village.	Under 500.	500—1,000.	1,000—2,000.	2,000—5,000.	5,000, and so on.
1	2	3	4	5	6	7	8
13	Nokachari ...	Bamangao ...	...	739	...	...	.....
13	Nokachari ...	Hunwal ...	...	...	1,173	...	.....

* Or in Cachar 'pargana,' Sylhet and Goalpara 'outpost.'

The charge is too small a unit for despatch. It entails an unnecessary expenditure on cart hire. Not less than one hundred thousand slips should be sent at a time.

The register must be very carefully prepared, as Provincial Table XI, showing the population by mauzas, parganas, and outposts, will be compiled from it. At the end of each day, the supervisor will enter the total number of slips correctly written up by each copyist in column 6 of Register No. II.

8. *Despatch of slips to Central Office.*—When the slips for the whole circle have been passed by the supervisor as correct, he will take them to the record-keeper, who will pack them into a neat bundle and sew them up in duftar cloth. He will then affix a label showing charge number, circle number, and total number of slips in the bundle. The books will be kept by the record-keeper neatly arranged in serial order.

When the slips for a whole charge have been received, they will be packed in one large bundle, on the top of which should be placed the charge and circle summaries, stitched up in cloth, labelled with the number of the charge, the numbers of the circles, and the number of slips, and despatched in boxes, with the general village register and circle list, to Gauhati. The boxes in which the census forms and slips were sent to the office should be used, where possible. If the number of persons in a charge is very large, the slips may be packed in two or more bundles.

Two charges should, however, never be mixed up in the same bundle.

Slips for tea gardens and railway population must always be packed in separate bundles. Thus for each charge containing tea gardens and a section of the railway line, there must be three bundles of slips. The slips for the tea garden and railway population must on no account be mixed up either with the slips for the general population or with one another.

9. *Infirmity slips.*—The record-keeper should now re-issue the books by charges to the supervisors to fill up the infirmity slips, and the supervisors should issue the books by circles to the copyists.

All that need be recorded on the infirmity slip is the number of the charge, the number of the book, and the serial number of the person; Sex (which is indicated by the symbol); Age; and Infirmity with which afflicted; so slips of any religion and any civil condition can be used, and the entry for the infirmity can be written on any part of the slip, except the space (column 7) reserved for age. Only about five persons in every thousand are afflicted, so that the copying of these slips can be very quickly brought to a conclusion. They should be tested by supervisors in the same way that the other slips are checked, packed up by charges, in separate bundles for the railway, tea garden, and ordinary village population, and sent to the Gauhati office.

I also tried the experiment of writing up infirmity slips concurrently with the ordinary slips. It did not, however, prove a success, and the work had to be done again.

Sanctioned List of Abbreviations for Castes.

Cachar	Brahman	...	Br.	ব্রা
	Manipuri	...	M.	ম
	Shaikh	...	S.	শ
	Namasudra	...	N.	ন
Sylhet	Halwa Das	...	H. D.	হ দ
	Namasudra	...	N.	ন
	Shaikh	...	S.	শ
	Brahman	...	Br.	ব্রা
Goalpara	Brahman	...	Br.	ব্রা
	Kachari	...	K.	কা
	Mech	...	M.	মে
	Rabha	...	R.	রা
	Shaikh	...	S.	শ
Kamrup	Brahman	...	Br.	ব্রা
	Shaikh	...	S.	শ
	Kachari	...	K.	কা
Darrang	Brahman	...		ব্রা
	Kachari	...	K.	কা
Nowgong	Brahman	...	Br.	ব্রা
	Mikir	...	M.	মি
	Lalung	...	L.	ল
Sibsagar	Brahman	...	Br.	ব্রা
	Ahom	...	A.	আ
	Chutiya	...	C.	ছু
Khasi and Jaintia Hills.	Khasi	...	K.	
Garo Hills	Garo	...	G.	গ
Manipur	Manipuri	...	M.	ম
	Shaikh	...	S.	শ
Lakhimpur	Ahom	...	A.	আ

Correction Slip to paragraph 6 of the Slip-copying Rules.

Column 11 (means of subsistence of dependents). Mistakes are frequently made in filling up this column, the words 'dependent' or 'plays at home' or 'does no work' being entered instead of the principal occupation of the person who supports the dependent. In such cases the supervisor should direct the copyist to enter on the slip the principal occupation of the head of the house in which the dependent is living.

No. 2034—53, dated Gauhati, the 16th February 1901.

Memo. by—The Superintendent, Census Operations, Assam.

Forwarded to all Deputy Commissioners, Assam, the Subdivisional Officers of Plains districts, the Political Agent in Manipur and Superintendent of the State, and the Superintendent, Lushai Hills, for information and guidance.

Addendum to the Rules for Slip-copying in district and subdivisional offices.

Instances will occasionally occur in which the schedule is not properly filled up. A man will be returned as 'Koniá' or 'Kala,' a Kachari boy two or three years old may be entered as 'borola,' or the name of the caste returned may be meaningless. In these cases the entry should be copied on to the slip, and the slip or slips (if, as sometimes happens in the case of a wrongly entered caste, there are several in a village) should be flagged and sent on to the census office at Gauhati with the remaining slips in the charge in the usual way. A copy of the entry in the enumeration book should, however, be sent on the day on which the mistake is detected to some local officer for further enquiry, and when the entry has been corrected, a revised slip should be despatched to the provincial census office. It is probable that the great majority of these mistakes will be found in the schedules in which there are the largest number of foreigners, *i.e.*, in tea gardens and towns, and in these places there should be no difficulty in correcting the entry, and the revised slip could probably be substituted for the correct one before the charge bundle is despatched to the Gauhati office. A list of the entries under enquiry should be kept in the district office in the following form, and extracts from this list should be sent to the Gauhati census office, if any of the slips are still under enquiry at the time when they are despatched:

Charge No.	Book No.	Slip No.	Doubtful entry under enquiry.

Care must be taken to see that the slips are written clearly and distinctly, as otherwise the entries may become obliterated.

No. 2183, dated Gauhati, the 13th March 1901.

Memo. by—The Superintendent of Census Operations, Assam.

Forwarded to the Deputy Commissioners in Assam, except Garo Hills, and Subdivisional Officers in plains districts, except Mangaldai and Habiganj, for information and guidance.

Addendum to the Rules for Slip-copying in district and subdivisional offices.

The Government of India has decided to ignore the subsidiary occupation of all persons who are not connected with agriculture, and the entry in column 10 need not therefore be copied on the slip, unless it or the principal occupation is in some way connected with the land, that is, unless the person in question is either a landlord, tenant, Government *raiyat*, field labourer, cultivator, etc.

In the Code for charge superintendents and supervisors, it was laid down that when a man has more than one subsidiary occupation, only that on which he spends the most time should be entered in column 10 of the schedule. If in any case this rule has been ignored by the enumerators, it should be assumed that the first subsidiary occupation mentioned in the schedule is the one on which the person enumerated spends the most time.

Circular No. 23, dated Gauhati, the 14th March 1901.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, except Garo Hills, and Subdivisional officers, plains districts, except Habiganj and Mangaldai.

I have the honour to say that, with the object of relieving district officers, as far as possible it was determined to have all the sorting done at the Gauhati office, and the rules for slip copying, therefore, provide for the despatch of the slips without any attempt being made to separate them by sex, religion, or civil condition.

2. As pointed out, however, in the rules, there is an appreciable risk of a copyist accidentally using a slip with a wrong sex symbol, and if a single mistake of this kind escapes detection, it will only be possible to rectify the error in the Gauhati census office by making a comparison between the slips and the enumeration book for a whole charge, which will be a very lengthy and tedious proceeding.

3. It is, therefore, necessary that the totals for sex should be checked at a very early stage in the proceedings, when any mistakes discovered can be corrected without difficulty, and I have accordingly the honour to request that instructions may be issued to the copyist to sort these slips for each village by sex and count the totals and check them with the figures for males and females entered in the enumerators' abstracts. If any discrepancy is discovered, the mistake can then be easily detected by comparing the slips with the entries in the enumeration book. The slips should be tied up separately by sex after having been sorted and counted, and should be despatched to the Gauhati office with the sorting by sex still intact.

4. As it is necessary that the slips received in the sorting office should be perfectly correct, I have the honour to request that you will be so good as to issue orders that the slips of charges and circles which have been compiled before the receipt of this circular, may be sorted by sex, so that any discrepancy there may be discovered in any circle may be reconciled by means of a detailed comparison between the slips and the enumeration books.

No. 2009—33, dated Gauhati, the 16th February 1901.

From—B. C. ALLEN, Esq., B.A., I.C.S., Superintendent of Census Operations, Assam,

To—All Deputy Commissioners, Assam, the Subdivisional Officers of Plains districts, the Political Agent in Manipur and Superintendent of the State, and the Superintendent of Lushai Hills.

I have the honour to say that after the slips have been copied, they will be packed up by circles and charges for despatch to Gauhati, and that to enable the Record-Keeper in my office to ascertain whether he has received a bundle for every circle in each subdivision or not, he should be supplied with a skeleton copy of the circle list.

I would, therefore, ask you to be so good as to transmit to my office an abstract of the circle list corrected up to date in the following form, which will show the number of charges in the subdivision, and the numbers of the circles comprised in each charge :

Charge No.	Circle No.
I	1—11
II	12—22
III	23—32
IV	32—43
	&c.

The names and numbers of all the gardens should be clearly shown at the end of the abstract.

2. I believe that in most districts and subdivisions those places which have been declared to be towns in Chapter V of the draft Census Code have been formed into separate charges, and their slips would therefore under the rules be packed separately. If there are, however, any cases in which a town has been amalgamated with rural areas to form a charge, the slips for the town should be packed in a separate bundle, as the census tables will be prepared separately for towns.

RULES FOR SORTING SLIPS.

Slips are received from the district offices sorted by sex and packed by circles and charges, and with them is sent a copy of the Charge and Circle Summaries which is supposed to have been corrected so as to bring it into conformity with the number of slips despatched. When the sorting office was first opened, it was assumed that these bundles of slips contained in all cases the number of slips said to be within them, and boxes of from twenty to twenty-five thousand were made up and sorted for Table XI. This assumption proved, however, in several cases to be incorrect, and it was decided to count the slips by circles before making them into boxes for the sorting office. The process of counting is a tedious one, and to save time it was combined with a simple sorting the slips, as they were counted, being divided

into three heaps—(1) those who are born in the district of enumeration and speak the language most prevalent there, (2) those who are born in the district of enumeration, but do not speak the prevalent vernacular, and (3) persons born outside the district.

When a circle has been counted the result is compared with the circle summary, and if the two do not agree, the slips are counted again. If the counting proves to be correct, the case is reported to the Census Superintendent for orders, who decides whether the error can be adjusted, or whether the matter must be referred to the district office. As a rule, the difference, if any, is very small and generally takes the form of an excess of one sex, and a corresponding defect in the other due either to miscounting when compiling the circle summary or the selection of a slip with the wrong sex symbol. Only serious discrepancies are referred to the district office, as to do so causes great delay and inconvenience.

Sorters, when counting the slips, first count them into bundles by hundreds, the hundreds are then tied up into bundles of five hundred, but each bundle of a hundred is placed alternately, *i.e.*, the symbol is first in the top left-hand and then in the bottom right-hand corner, so that a five-hundred bundle can at any time be broken up into its five component parts. This facilitates checking of the counting.

When the requisite number of circles have been counted and checked, they are made up into boxes containing from twenty to twenty-five thousand slips of the same sex and labelled with the number of the box, the name of the subdivision, the numbers of the charges and the circles, and the number and sex of the slips. These boxes are then sent into the sorting office with the slips arranged in the three heaps into which they have been sorted, and with a statement showing the contents of the box.

SORTING OFFICE.

I found that eight was too large a number to be properly supervised by one checker. Six is a more convenient number for a gang.

The sorters work in gangs of eight under a checker, whose duties are as follows :

(1) To check the accuracy of the sorting. This is done by inspecting the contents of the pigeonholes. When the checker has checked any slips he must turn them face downwards in the hole. The room supervisor can thus easily detect any negligence on the part of the checker.

These slips had afterwards to be placed in the custody of the room supervisor, to prevent the sorters obtaining possession of them and ascertaining the number removed.

(2) To check the counting. This is done by removing from fifty to one hundred and twenty or thirty slips of one kind from a particular sorting pigeonhole, as a table is approaching completion. The sorter then does not know the number of slips with which he is working, and so cannot fudge the totals for his various items. If his totals are short of the number of slips in the box by the number taken from him, it is safe to assume that his counting is correct.

(3) To explain the rules to the sorter, to help him to check the accuracy of and to carefully keep his sorting tickets, and to keep a register of work done and of entries found on the slips which seem *primâ facie* to be incorrect, and to call for further enquiry in cases of doubtful entries.

Each sorter receives a mat and a set of pigeonholes, as well as his box of slips. The gang is also supplied with pencils, inkpots and pens, gum and small pieces of paper to label the pigeonholes for the various tables.

The tables are sorted in the following order :

Table XI.—The sorter has received the slips, sorted into the three following heaps :

(1) those born in the district of enumeration and speaking the prevalent vernacular of that district ;
(2) those born in the district and not speaking the said vernacular ; and
(3) others.

To fill up Table XI all that is required is to sort " others," which, as a rule, are only two or three per cent. of the contents of the box. The slips are first sorted by provinces, and the slips for Assam, Bengal, the North-Western Provinces, the Central Provinces, and Madras are then sorted by districts. Sorters are supplied with printed lists of the district in each province, so that they have no difficulty in ascertaining within what province any district falls. When the name of a village or town is given instead of a district, the entry is copied into a register which the room supervisor submits daily to the Superintendent with his suggestions for approval. The village or town can often be traced by help of the Postal Guide, and in doubtful cases, caste, language and occupation all give a clue. In boxes with a large immigrant population, the compilation of this table gives some trouble.

This table gave a great deal of trouble, as in a very large number of cases the names of villages and towns were returned. The entry of these villages in his table made work for both checker and sorter, and care had to be taken to see that they were not fudged.

Table X.—This table can also be filled up without difficulty. All that is necessary is to sort by language 'others,' and persons who, though born in the district, do not speak the local vernacular. The number of these persons is not large, and the table can be filled up with very little difficulty.

Table VI.—The slips are then sorted by religions and sect for Table VI. The sects selected for tabulation are Mahapurushias, other Vaishnavas, Saktists, Sivaites, and in Cachar Sahaj Bhajanias, and amongst Muhammadans Sunni, Shiahs, and Wahabis. Sect is only required for this table, so that when the ticket has been filled up, slips are grouped by religion.

Table VII.—Each religion is worked separately, the slips being first sorted by age, and each age period subsequently sorted by civil condition. The slips of the most numerous civil condition are counted as the sorting is in progress, *e.g.*, between 5 and 9 the great majority of persons are unmarried, and they can be easily counted at the same time as the widowed and married are being separated from them.

In practice, I did not find this work well, and abandoned this rule. The sorters seemed always to make mistakes if they attempted to do two things at the same time.

Table XIII.—The slips are then sorted by caste, each religion being worked separately, as this facilitates the sorting. Separate pigeonholes are assigned to the most numerous castes in each district, and the remaining castes are first sorted alphabetically, and then each letter of the alphabet is taken separately and sorted by caste. Each caste name is sorted separately, *e.g.*, Das, Halwa Das, and Sudra Das are all sorted separately, though it is probable that they are all the same caste. When counting the slips in each caste, with the exception of the castes selected for Table XIV, the sorter turns down the top right-hand corner of each literate slip

This, again, was a troublesome table, and sorters had to be carefully watched to prevent them fudging unusual caste names returned by only a few people.

This system did not work at all well, and I was compelled to re-sort nearly two million slips for literacy, and to direct that the sorting for literates should be a separate and distinct operation.

It seems a very simple thing when counting a caste to divide it into two heaps,—the literate and the illiterate,—but it was apparently more than the sorters could manage.

When the table has been prepared, the slips with the corner turned down are picked out and tied up together ready for Tables VIII and IX; but before these tables are taken in hand, the Christian slips, of which there are usually very few, are sorted for XVII and XVIII.

Table XIV.—The selected castes are then sorted for Table XIV, each caste is worked separately, and is first sorted into the five requisite age periods, and each age period is then sorted by civil condition. As with other castes in Table XIII, the literate slips should have the top right-hand corners turned down. The literate slips, which are distinguished by having *their corner turned down, are then sorted for* Tables VIII and IX. For Table XIVA, only age periods 10—14 and 15—39 in Table XIV had to be subdivided into 10—11 and 12—14, and 15—19 and 20—39, respectively.

Table VIII.—This table is prepared for each religion, so each religion must be worked separately. One row of the pigeonholes taken vertically is assigned to each age period, and a row taken horizontally is assigned to the persons literate in each language, Assamese, Bengali, and English, but literate in one of these languages only. Another row is assigned to persons literate in one of these languages and some other language or languages, a fifth row is assigned to persons who are literate, but are not literate in Assamese, English or Bengali.

The first sorting enables the sorter to fill up the columns of his ticket, showing for each age period (*a*) total literate in each of three specified vernaculars, but in one vernacular only, (*b*) total literate in more than one vernacular, (*c*) total literate who are not literate in Assamese, Bengali or English, and (*d*) total literate in each age period.

The latter figure is arrived at by adding the total of persons literate in one of the three specified vernaculars only in one age period together, and to the result, adding the total number of persons in that age period literate in Assamese, Bengali, and English, and some other vernacular, and the total of those who are literate, but not literate in the three specified vernaculars.

The persons literate in one vernacular only are then removed from the pigeon-holes and placed on one side ready for Table IX, and the literate in more than one language are sorted without disturbing their distribution by age periods. Those knowing Assamese. are first picked out, then all the slips must again be re-sorted for Bengali and English. After each sorting, the sorter fills up the column showing literate in Assamese, Bengali, etc., and some other language, and thus compiles the total number literate in each vernacular.

The preparation of this table is not entirely free from difficulty, and the checker must report to the room supervisor before he takes it in hand.

Table IX.—The literate slips are divided into two heaps, one for those who know English, the other for those who do not, and these two heaps are sorted by caste.

Twenty pigeonholes are allotted for the twenty principal castes in the district. The remainder go into 'others,' and are re-sorted afterwards.

Column 5 of the sorter's ticket is filled up from Table XIII, and the correct entry for column 6 is ascertained by deducting the entry in column 4 from the entry in column 5.

Table XV.—The only table now remaining is Table XV. The three most common occupations are indicated on the slips by symbols + = a person who holds land direct from Government and cultivates it either himself or by his servants.

8 = a tenant who cultivates either himself or by his servants.

6 = a garden coolie.

At the first sorting the slips were sorted into the following ten groups:

+ in column 9 only.

+ in column 9 with some subsidiary occupations in column 10.

+ in column 11.

8 in column 9 only.

8 in column 9 with some subsidiary occupation in column 10.

8 in column 11 only.

6 in column 9 only.

6 in column 9 with some subsidiary occupation in column 10.

6 in column 11 only.

All other occupations.

Other occupations are then sorted under the letter of the alphabet with which they begin. Each letter is then sorted into the occupations returned under it, and each occupation is sorted into the three heads required for the table: workers, workers who are partially agriculturists, and dependents.

The slips containing + 8 or 6 in column 9 with some subsidiary occupation in column 10 are then sorted for Table XVA. This is not usually a tedious operation, the number of slips so returned being small. The sorter will show all these slips in his ticket XV under the main heading + 8 or 6, as the case may be—the subsidiary occupation being ignored for the purposes of Table XV. For Table XVA the sorter will show all the subsidiary occupations in his ticket, but only those which are really distinct from agriculture will be selected for tabulation.

When the office closes for the night, the sorter will place all slips neatly tied in bundles in his box and tie a piece of cloth over it. The box will then be removed to the record room. Each checker submits daily to the Superintendent, Census Operations, a diary showing the amount of work done by each sorter, the extent to which his work was checked, and the number of mistakes detected.

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